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ABSTRACT

These materials are designed to provide a framework for the planning of guidance services for underemployed and unemployed urban adults. Part 1 contains research results, literature reviews and case study site visit reports which were conducted as segments of the study on urban CETA-based guidance services. Part 2 examines the role of cooperative relationships among agencies such as the National Alliance of Business, the U.S. Department of Labor and the U.S. Office of Education in improving the delivery of guidance services to CETA participants. Part 3 focuses on the service components of an adult guidance model including intake and assessment, the importance of information accuracy and depth, career guidance techniques, placement and referral, and peer counseling. The appendices contain a review of CETA and Youth and Employment Demonstration Project Act legislation as well as an annotated bibliography of resources for program planning and implementaion. (Author/HLM)

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URBAN CETA-BASED GUIDANCE SERVICES

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FOREWORD

The growing emphasis on lifelong learning as a medium for identifying the growth needs of adults and for providing services to meet those needs mandates a wide variety of systems for delivering the necessary services. Community-based guidance has been identified as one of those systems. There is, however, a significant lack of available information about community-based guidance services, particularly those provided by CETA agencies.

The phenomenal longevity of our nation's adult population and the tremendous proliferation of educational programs illustrate, to a degree, the predictably complex nature of a system designed to address the concerns of unemployed and underemployed adults. An understanding of self, career and life goal planning, decision making, occupational and training knowledge, employability skills and work-related coping and adjustment skills are among the areas of concern for urban adults. Programs which attempt to deal with these concerns must be designed to provide occupational and educational information combined with effective counseling and guidance services. This monograph is the product of a study of guidance services and the systems for delivering them to CETA participants in urban settings. It was developed to provide practitioners with a better understanding of the guidance needs of underemployed and unemployed urban adults.

This document is also intended to provide a framework for the planning of guidance services designed to deal with the concerns of that segment of the population. Worthy of note is the fact that it presents only general guidelines. The relative local autonomy of each CETA prime sponsor provides for diversity in organizational structure and program design and operation. Certainly, the effectiveness of guidance services depends on the degree to which they and their delivery systems are designed to meet the unique needs of their specific target populations. Finally, this monograph is intended to equip leaders in CETA agencies, guidance services, adult education and other community service agencies with descriptions of promising practices, exemplary strategies, and methods for identifying and using available resources which can be replicated in their own programs.

We are indebted to the many people who participated in this study and in the production of this document. In addition to the individuals at each of the three case-study sites and the project advisory committee, we commend the efforts of Paul Manchak, project officer; Harry N. Drier and Karin Stork Whitson, project co-directors; and Walter M. Stein, graduate research associate. We are also grateful to Deborah Coleman, research specialist, who participated in the review process. The careful preparation of the manuscript was accomplished by Beverly Black and Margaret Fitch.

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CHAPTER 1

Introduction

Karin Stork Whitson

The importance of the role of guidance and counseling in the total educational experience is reflected in the Education Amendments of 1976. However, the need for effective guidance services is not limited to young and in-school persons. Similar needs are experienced by adults who, too often, are among the ranks of the underemployed or unemployed. Subsequently, the needs of CETA participants consist of far more than skill training or placement in unsubsidized employment. Guidance services are becoming an increasingly significant aspect of the total services provided to CETA participants.

For the purposes of the research study of urban CETA-based guidance services which produced this document, the term *guidance services* is used as an all-encompassing one. It is the umbrella under which fall the program areas of intake, assessment, training assignment, counseling (career and personal), job development, job placement, follow up, and evaluation. In order to achieve the purpose of this study which was to identify effective strategies and techniques for the delivery of guidance services to CETA participants in urban settings, the entire scope of what was defined as guidance services had to be examined. Other issues which surfaced during the study included specific guidance needs of CETA participants, the effect of local CETA organizational structures on the delivery of guidance services, criteria for hiring guidance personnel, in-service education and training for guidance staff, and the role of community linkages in the delivery of guidance services especially job development, job placement, supportive services, and follow up. Another issue appearing to be of significance is the need for cooperative relationships among federal, state, and local agencies concerned with adult and vocational education, guidance and counseling, labor, business, and community services. Each of these areas of guidance services and the related issues have been included in this document.

Part I contains the material which resulted from the research, literature review, and case study site visits conducted as segments of the scope of the study of urban CETA-based guidance services. The review of the literature reflects the dearth of publications which address the role of guidance services in CETA programs. As a result, the writer concentrated on the specific guidance needs of an extremely diverse urban adult population. Those needs substantially reinforce the stand for comprehensive guidance services.

The case study chapter is a compilation of information gathered during site visits to the CETA prime sponsor in Boston, the Economic and Employment Policy Administration (EEPA); Employment Services, Chicago Job Service, CETA; and Los Angeles City CETA, Training and Job Development Division. The selection of the three case study sites was made on the basis of identified exemplary strategies and promising practices in the delivery of guidance services, geographic representation, scope of client services, diversity of population served, and willingness to participate in the study. The case study chapter is written to reflect the structure, strategies, problem areas, and exemplary practices at each site in a general manner and to advance conclusions and recommendations based on the information obtained through interviews and observation of activities during the site visits.

When this study was begun, the idea of identifying centralized guidance services was uppermost in the minds of project staff. As a result of the literature review and the site visits, however, it soon became obvious that the concept of one center which provides comprehensive guidance services for all CETA participants was a basically impossible one to implement in a large urban setting. Subsequently, the idea of centralized coordination of a number of strategically located satellite centers became more and more credible. A chapter is, therefore, devoted to the issues which merit consideration in planning and implementing comprehensive guidance services through a centralized coordination unit.

The significance of the role of cooperative relationships not only at the local level but also at the federal and state levels cannot be overlooked. It is for this reason that Part II presents perspectives on the role of cooperative agency relationships from the viewpoint of the National Alliance of Business, the U.S. Department of Labor, and the U.S. Office of Education.

It was determined that the usefulness of this document would be enhanced by the inclusion of papers addressing service components of an adult guidance model. These papers were prepared by key personnel in areas pertinent to the delivery of guidance services for CETA participants. The topics of the papers in Part III were selected to reflect related issues which were identified as being beyond the scope of the case study chapter and the chapter on planning comprehensive guidance services. These papers are intended to enlarge the scope of this document as well as increase its value to practitioners by presenting the thoughts and experience-based opinions of their peers.

The intent of the authors of this document is to make available to those who plan and execute programs of guidance services, information which will enhance the effectiveness of their efforts and the quality of their services to CETA participants. It is anticipated that the theoretical as well as the practical content presented in the various chapters will accomplish that goal.

PART I

The Research Project

CHAPTER 2

Review of the Literature
Urban Adult Guidance Services

Edwin L. Herr

NEED FOR URBAN ADULT GUIDANCE SERVICES

Under the influence of federal legislation, particularly the Comprehensive Employment and Training Act and that of Title I of the Educational Amendments of 1976, urban adult guidance centers are becoming a reality. There are many forces giving impetus to the implementation of such services but relatively little specific research data exists about their form or effects. Therefore, in developing a view of the need for such services it is necessary to extrapolate from various trends.

In a major sense, urban guidance services are one response to the current social and occupational press for lifelong learning. Kurland (1976) has suggested that lifelong learning is a broad concept which flows from a number of separate streams—adult education, postsecondary education, continuing and extension education, continuing education in the professions, career and recurrent education, adult vocational education, and community education. Channeled through thousands of providing organizations, a salient feature of lifelong learning is that it does not assume as a given fact the traditional sequences of education. One important aspect of lifelong learning and, therefore, urban guidance services, is the provision of assistance to potential clients in sorting out alternative and, often nontraditional, forms of learning: credit by examination, external degrees, universities without walls, credit for experience, open learning, weekend colleges, competency-based degrees, contract learning, General Education Development courses among others.

While it might be assumed that counseling of persons about lifelong learning opportunities would occur in postsecondary or higher educational institutions, this is frequently not the case. As Schlaver (1977) has reported:

> A college normally confines its counseling services to enrolled students or applicants for admission. Not many counselors are willing or able to help people seek out nontraditional ways of learning. . . . Some sort of community-based counseling service is necessary, particularly where clear educational opportunities are available to adults. . . . In any case, it is important that universities encourage the establishment of some such service

> to distribute information about all postsecondary education opportunities and financial aid available, to provide career counseling, vocational testing, and to help adults plan appropriate educational and placement programs using the resources available in their community.

Similarly, Reardon, Garber and Flantz (1977) in a survey in Pennsylvania to explore lifelong learning needs found that respondents identified all types of counseling services as needed, with both academic and vocational counseling seen as having a very high priority.

Following on the studies by Tough (1968) which revealed that the United States is a "nation of learners" in which almost every American adult undertakes one or more learning activities each year, the 1976 annual conference of the North Carolina Adult Education Association issued a position paper which identifies the learning needs of persons in the American society as:

1. the need for basic literacy,
2. needs derived from our economic structure,
3. needs generated by growth and change in individuals,
4. needs generated by the changing structure of the family, and
5. needs deriving from the changing nature of the community.

While not every person engaged in lifelong learning will be engaged in satisfying all of these needs simultaneously, it has been suggested that the skills important to lifelong learning include four basic themes: learning to learn, learning to do, learning to care, and learning to be (Kurland, 1976). Each of these represents a potential theme for action by an urban guidance center.

Still focused upon lifelong education, the International Committee on the Development of Education (UNESCO, 1970) has proposed specific curriculum development for lifelong education which responds to two sets of learning needs. These are the needs of the society for its members to have skills, attitudes, and knowledge for further social developments and the needs of the individual for realizing his or her potential. These themes, too, suggest both the *need* and the *content* to which urban guidance centers might respond.

Zeigler (1977) has contended that many delivery systems offer possible ways of addressing numerous needs in adult learning. Among them he includes community self-help centers, community learning seminars, leisure time centers, centralized information and counseling within a community, agencies for self-definition, values clarification, resource identification, and socioemotional networks involving older citizens and helpers. Such possibilities can be combined into an urban guidance center as a specific organizational entity or as a series of coordinated social learning collectives or cooperatives.

Darkenwald (1977) has found that persons participate in adult education for mixed reasons, some of which are unrelated to learning per se or to course content. For the adult population at large, the most important motivational orientations are cognitive interest and professional advancement. However, Darkenwald's research has also indicated that adults bring diverse needs and interests to the learning situation including those motivated by social relationships, external expectations, social welfare, and escape/stimulation.

Knowles (1977) has indicated that readiness to learn is a product of an adult confronting the need to know something or be able to do something in order to perform a life task that he is about to undertake or to cope more effectively with a life problem.

He further suggests that for counseling and guidance to respond authentically to adults, practitioners need to find out what the adult's life crises are and build the learning around them. In doing so, urban guidance centers need to provide for many clients a skill building approach designed to deal with adult life crises. This is emphasized in the work of Northcutt (Knowles, 1977) whose studies estimate that 39 percent of the adult American population is coping inadequately with typical life problems: getting work and holding a job, buying things, managing one's economic life, and parenting. These findings again argue for urban guidance centers' developing specific curriculum-based opportunities and counseling services designed to help their clients cope better with life situations which tend to give them the most trouble.

The return to education of large numbers of adults is certainly not the only reason urban guidance centers are needed. Entine (Seltz and Collier, 1977) has argued that five forces—job obsolescence, work dissatisfaction, premature retirement, women in the work force and personality development in the middle years—are combining to give new meaning to the concept of career change in the middle years. A sizeable body of literature reports that a large portion of the work force is dissatisfied with the work they find themselves in but they do not know how to extricate themselves from such a circumstance. Such persons need emotional support while they consider acting upon the mid-career crises in which they find themselves and they need help to sort out the costs and benefits of executing the changes they are considering. Frequently, they have been out of the educational mainstream sufficiently long that they have virtually no knowledge of the training or career options which are currently available to them.

Another large group of persons who need the services of urban guidance centers are unemployed persons, many of whom are school dropouts, ages 16 to 24, particularly those from the inner cities and from minority backgrounds. In 1976, according to the Committee for Economic Development (1978), young people (16 to 24 years of age) accounted for close to half of the total unemployed, even though they constituted less than a quarter of the labor force. The unemployment rate for 16 to 19 year-olds was 19 percent; for 20 to 24 year-olds, it was 12 percent. Less educated workers and those with limited skills suffer particularly high rates of unemployment. High school dropouts had an unemployment rate of 32.9 percent in 1975. In some inner cities, the unemployment rate for dropouts was reported to be as high as 60 percent. Unemployment problems for youth and adults are multiplied when a person belongs to more than one unemployment risk category. For example, unemployment among black teenagers was close to 40 percent in 1976, and the percentage was even higher for black teenagers living in inner cities (Committee for Economic Development, 1978).

Although likely to be of the same general age range as the unemployed youth just described, there is another group of youth to whom urban guidance centers can potentially be of significant help. Such persons may be well educated and employed but in capacities significantly below their capabilities. Such persons belong to the growing numbers who have been described as the "Reserve Army of the Underemployed" (O'Toole, 1975). By definition, the underemployed are highly qualified workers unable to find jobs that require their skills and training. As a result, these persons are forces to take jobs that can be performed just as adequately by workers who have far lower levels of educational attainment. Such a circumstance generates a bumping down phenomenon throughout the occupational structure creating pools of people at many educational and skill levels who are performing work below their capability and, therefore, experiencing less salary, status, or challenge than they had anticipated from their work. Many observers have argued that the rise in the supply of educated workers has run up against a ceiling of job demands; or, to put the matter a bit differently, the massive participation in education by persons in this country has not been matched by concomitant changes in the work structure to accommodate a highly educated and credentialed work force. How many persons are actually underemployed is difficult to know, but various observers have put the number at between 35 and 80 percent of the work force.

Other specific groups—women, racial and ethnic minorities, the elderly—bring special needs to their adulthood to which urban adult guidance centers offer a potential response. The next section will examine adults' needs in general as well as special needs pertinent to some of the groups among the adult population.

As suggested above, urban guidance centers tend to be needed by all segments of the population of the undereducated, the semi-literate, the illiterate, the occupationally displaced, and the career disoriented. When one adds such descriptors as the economically disadvantaged, unemployed and underemployed, the potential connections of urban guidance centers with the expectations for CETA sponsored programs are clear. Title I of CETA creates a decentralized program structure, placing the authority to plan and operate a flexible system of manpower services—including counseling, testing and placement—in the hands of prime sponsors (Employment and Training Administration, 1976). Ripley et al. (1977) found that CETA, unlike many categorically funded programs, is at the local level not a highly constrained system, and that program performance and direction are significantly affected by factors over which local managers have considerable control. Since prime sponsors can arrange to provide services directly or through contracted services from the Bureau of Employment Security, vocational education agencies, community groups or private firms, urban adult guidance centers sponsored under CETA aegis can provide both a core of direct services and linkages with other pertinent support services.

Urban guidance centers offer the promise of bringing coherence to the needs of adults for counseling and other supportive services. Grabowski (1976) has argued that, "Counseling adults is the most impoverished, depressed, but developing area in the entire area of adult education." He states that such an observation holds true for the following reasons.

1. There is a lack of serious commitment by the educational community.
2. There is a lack of adequate literature on the subject.
3. There is a lack of clear-cut role distinctions.

It is difficult to disagree with these observations when literature searches reveal only a small number of documents which directly relate to examples of community approaches for serving these populations. Nevertheless, there is a rapidly emerging body of information dealing with the guidance problems of the adult client which itself serves as a symbol of the need for urban guidance centers.

GUIDANCE PROBLEMS OF THE ADULT CLIENT

Many distinctions exist between the guidance problems of youth and of adults. For example, with regard to the decision to return to school, Seltz and Collier (1977) have suggested that for adults such decisions are made in a context of multiple personal responsibilities and emotional demands on their time and energy. Since the adult's self-concept is based on a longer history of life experience than that of an adolescent, he/she is inclined to be more pragmatic in educational and career-choice decisions. In addition, adults contemplating career changes experience an entirely different set of motivations and expectations from those which prompt the adolescent's initial exploration of the labor market.

Krings (1976) has argued that one can identify five major differences between youth and adult populations.

1. In a learning setting, the adult student has a different self-concept from youth; he/she is used to more independence and responsibility.
2. The adult has had more experiences because he/she has lived longer.
3. Whereas the young person enters education with the idea of postponed use of learnings, the adult has been used to problem solving procedures which will cause him/her to want to use his learnings immediately.
4. Young students typically confront similar developmental tasks, whereas, the adult population is representative of different age ranges, hence of varying developmental styles.
5. A youth is not typically as motivated to learn as an adult.

Porter (1970) has suggested that the guidance problems of adults include such areas as the following:

- lack of self-confidence in one's ability to learn
- unrealistic expectations of progress
- conflicting values and attitudes
- theoretical or irrelevant learning tasks
- seeking help too late or in the wrong places
- lack of efficient reading and study habits
- press of time
- significance of long range goals
- implications of family life
- greater life experiences
- employment and job circumstances
- mechanics of attending class
- past memories as obstacles
- voluntary basis of continuing education
- lack of continuity with faculty and counselors

Thompson and Jensen (1977) have used the three barriers to education for adults proposed by Cross (1974)—dispositional, situational, or institutional—as themes which community-based adult educational counseling programs must accommodate. For example, a person who needs encouragement would be an example of a person needing help with a dispositional or attitudinal barrier. Factors such as time constraints, transportation, child-care problems, proximity of programs, physical handicaps, incarceration would each indicate a situational barrier. Such situations as apparent incompatibility between admission requirements and individual circumstances would represent institutional barriers as would the need, for example to adjust life-styles to continuing education.

Perrone et al. (1976) studied the counseling needs of adult students enrolled in vocational technical schools. A paper and pencil questionnaire was administered to a total of 1,817 subjects—1,514 full- or part-time students attending one of three area vocational-technical schools in Wisconsin during 1975-76 and 303 from the same three communities who were considering returning to school but were not enrolled at the time of the study.

The results showed that sex, age, and full-time/part-time status each appeared to relate to the types of concerns reported by adult students attending postsecondary vocational schools, and that academic and vocational concerns appear to be predominant among both students and nonstudents. More specifically, the findings included the following:

1. Approximately one-third of the students indicated a concern for needing more information about jobs and giving oral reports in class.
2. About one-fifth had concerns about appraising their vocational abilities, doing well on examinations, having enough money for education and having to take undesirable required courses.
3. Males more often than females checked being concerned about interference from outside activities, getting studies done on time, and having to take required courses. Females expressed significantly more concern than males about having enough money to pay for their education.

SPECIAL PROBLEMS OF ADULT POPULATIONS

Although there is a counseling dictum that counselors should begin wherever the client needs to begin and proceed from there, it is also true that the counselor should be sensitive to the special needs which may affect the planning, employment or educational commitment of subgroups. Some of the needs associated with the types of diverse subpopulations likely to be served by urban adult guidance centers are identified in the following sections.

GENERAL EDUCATION DEVELOPMENT (GED) STUDENTS

Wilson (1977), applied the Adjective Check List to 142 GED enrollees and found significant differences between dropouts and persisters. In particular, dropouts in comparison to persisters tended to describe themselves as more rebellious, hostile, assertive, impulsive, headstrong, irresponsible, less socialized, less able to give prolonged effort and less willing to subordinate themselves to others. While dropouts are inattentive to the needs of others, indications were that they may desire more supportive and dependent relationships than persisters.

MIDDLE-AGED MALE JOB LOSERS

Parnes and King (1977) studied 99 men between the ages of 45 and 60 who had been involuntarily separated from their jobs. Their study revealed that while such displacements are not as common as popular stereotypes would hold, they occur frequently enough to constitute a social problem. They found that no occupational or educational category of males is immune from displacement in their work careers, although the incidence is greater among workers in the private sector than in the public sector. They found that the major long-term impact of displacement appears to have been manifested in a substantial deterioration in occupational status as compared with a control group. The relative gain in average hourly or annual earnings was smaller for the displaced workers than the controls. It also appeared likely that the displaced workers suffered from deteriorating health and some sense of alienation. In sum, the authors suggest that unemployment is often only the most immediate and dramatic sort of displacement among middle-aged men. Even after they find other work, many individuals continue to suffer the consequences of displacement through less attractive occupational assignments, lower earnings, and perhaps some damage to their physical and mental well-being.

UNEMPLOYED YOUTH AND/OR SCHOOL DROPOUTS

Wescott (1977) reviewed the employment perspective for youth and identified the following as some of the problems and influences upon such a status:

- They have few marketable skills.
- They lack adequate basic skills.
- They have almost no work experience.
- They frequently live in areas where only part-time rather than full-time work is available.
- Variations by areas of residence are evident.
- Discouragement and disinclination to search for work exists on the part of those in areas of high unemployment (particularly central cities).
- They may be limited in their industrial versatility. (For example, statutory regulations exclude persons under 18 from certain hazardous occupations.)
- Area of residence has a strong influence on the jobs held by young men and women. Concentration on white collar jobs (mostly clerical and sales) is heavy in metropolitan areas, particularly in the central cities. In nonmetropolitan areas, there is greater concentration of blue-collar and farm jobs. Service occupations account for more than a fourth of the jobs in all areas. For both white and black

> youth groups, employment opportunities are generally restricted to the clerical and service fields and to laborer and operative jobs—generally jobs which at entry levels are not well-paying or prestigious.

In other perspectives on unemployed youth and/or school dropouts, particularly in urban areas, Seninger (1978) has argued that—

> The mass migration of southern blacks to northern cities in the postwar period exacerbated the youth employment problem. Black youth became clustered in central cities, areas marked by retarded employment growth. Low to negative employment growth within key industrial and occupational categories that traditionally had been heavy employers of teenagers led to central city jobless rates considerably above the teenage unemployment rates in suburban and nonmetropolitan areas (p. 24).

Thus, many of these students find themselves in a serious psychological dilemma as they attempt to cope both with the cultural adjustments required by an urban situation and the lack of employment which is rapidly becoming indigenous to the urban scene.

Adams and Stevenson (1978) have analyzed data provided by the U.S. Department of Labor and reported that teenagers are less likely than other job seekers to use a public employment agency in the job search and more likely to apply directly to employers. To the extent that it reflects the intensity of employment search, the average number of methods used by teenagers indicates a less intensive search than that of other job seekers. It also connotes a possible lack of knowledge and skills in the search process.

OFFENDERS AND EX-OFFENDERS

The current definition of offender or ex-offender used by CETA covers some 45 million Americans—32 million workers already in the labor force, as well as another 13 million who are too young to work, are still incaracerated, or can't find work. Millions of these persons face legal, attitudinal, social and personal barriers that block them from employment. It is assumed that over 30 percent of the eligible CETA clientele fit the offender category (McNett, 1978). Offenders represent every age group, sex, race, educational level, and socioeconomic status but they are predominantly male, young, undereducated, poor, unmotivated, and from a minority backgound.

The economic history of the present offender is generally one of high unemployment, low wages, intermittent, and low status work patterns and welfare (McNett, 1978).

In addition, offenders often suffer such additional disabilities as alcoholism, drug addiction, chronic disease and poor nutrition.

Specific problems of the offender or ex-offender include the following:

- There are legal barriers to employment. Offenders may be refused licenses to practice one or more of about 300 occupations. This in turn effectively bars them from the education related to these occupations or from the profession.
- Employers' attitudes and practices toward offenders are often negative.

- Offenders hold negative beliefs and feelings of inadequacy about themselves.
- Those who have served in prison experience a reinforced passivity of behavior and dependency.
- They are conditioned to expect to fail.
- They lack self-esteem.
- They lack good work habits.
- They may need counseling, financial aid, child care, health care, training for skills, basic education, instruction in good work habits, and contacts with employers. For those incarcerated, job counseling should include a dimension of pre-release outreach to begin to prepare them for transfer.

Howard (1977) indicated that in working with inmates she has found the following characteristics to be frequently descriptive of them:

1. Often the males represent the brightest, most creative, very idealistic and least patient of an ethnic group.
2. They have a sensitive, negative self-concept.
3. They have a strong, though covert respect for authority.
4. They need extensive training in decision making and realistic goal setting.
5. Their focus of control orientation appears to be external.
6. They have difficulty relating maturely to authority figures.

THE ELDERLY

The population subgroup 65 years old and older has increased at a rate of more than twice that of the total population since the turn of the century and by the year 2000 will have climbed to about 30.6 million. Inferences from Welch's (1977) view of serving the elderly through CETA would suggest such speical problems as the following:

- There are legal or policy barriers to employment.
- There are prejudices against getting old and the aged.
- There are stereotypes about the work limitations of the elderly.
- The elderly do not think of themselves as labor force members because they believe their chances for employment are so dim that they are discouraged from making any effort to seek work.
- They are not likely to display the same initiative as younger people in seeking assistance.

Other problems might include

- Actual physical limitations,
- Limitations on stamina,
- Transportation to and from work,
- Lack of awareness of current programs serving the elderly or occupational roles they might play, and
- Need to relate job requirements and health (Young, 1977).

WOMEN

Thom, Ironside, and Hendry (1975) have indicated that special guidance needs of adult women include: being out of touch; lack of self-confidence; lack of knowledge about what options or alternatives might be available; coming to terms with identity, i.e., knowing who she is, what her skills are, what she wants and what she thinks is important; lack of money which she can call her own and use to take advantage of opportunities for learning and growth.

Boyd and Griffith (1973) contend that there are various psychological barriers which presently interfere with the fullest utilization of women entering or reentering the labor markets and that these stimulate a need for counselors for women. Examples of what they view as particularly important counseling needs of women are:

- Assistance in crystallizing reasons for working and bringing into consciousness influential emotions in order to view personal circumstances more objectively in making a vocational decisions;
- The need for realistic appraisal of talents, interests, and abilities as well as past experiences; and
- Help in identifying and understanding personal needs relative to age and family status so that women can learn to manage personal factors which might interfere with effective work performance.

The Metropolitan Adult Education Program in San Jose, California (1975) conducted a structured interview with 320 women and a telephone interview with 47 other women. The needs they found among these women were prioritized as follows:

1. Women want and need to continue learning.
2. Women need to become more realistic about their future life situation.
3. Women need to learn how to make career related decisions.
4. Women need more information.
5. Women need supportive services in order to continue their education.

6. Women desire a personalized atmosphere in continuing education courses.

7. Some women, widely scattered across the districts they surveyed, need citizenship classes.

The interviews also revealed that:

- Approximately three out of every four women have not taken or have not completed skill training which could lead to employment.
- Given a preference, only 27 percent of women have little or no desire to work. The majority of women would prefer to work part-time.
- Seventy-seven percent of all women in this project area wished to continue their education or take special training.
- Slightly over half of the women wishing to take classes would choose self-development classes. Approximately one quarter of the women would choose career skill training. Fewer women would choose academic or career information programs.
- Most women indicated that they would prefer to learn in small groups with individualized instruction.
- Sixty percent of the women interviewed indicated need for child care if they were to undertake continued education; 32 percent would need financial assistance; 31 percent desired counseling; 18 percent indicated transportation needs.

Jackson (1976) argues that the most overwhelming issues presently or allegedly affecting the career options of black women today are adequate education, traditional female roles, and conflicts among various minority groups about the distribution of rewards and privileges in the quest for education and employment.

HANDICAPPED

Three out of every four physically disabled individuals and nine out of every ten mentally impaired persons can work either in competitive settings or in sheltered workshops. But only 42 percent of all non-institutionalized disabled adults aged 16 to 64 are employed. Of those who have severe disabilities, the proportion is one in ten. An astounding three-fifths of disabled adults of working age are at or near the poverty level. Among Vietman era veterans with service connected injuries, 88 percent are unemployed. The latest U.S. Census shows nearly 12 million persons between the ages of 16 and 64 in the category of employable handicapped, while the other estimates among governmental units range up to 50 million persons (Wadlow, 1977; Bowe, 1977).

Special problems with which the handicapped may need to deal include:

- Stereotypes of others about the generality of their handicap,
- Substantial limitations in one or more major life activities,
- Possible need for job restructuring.

- Possible need of emotional support,
- Possible inability to do all the tasks of one job but can do parts of several jobs,
- Possible insufficient stamina to work a full forty-hour week,
- The need to identify abilities, not disabilities,
- The need to assess impact of handicaps on job opportunities, and
- Lack of information about jobs or training opportunities.

VETERANS

A major commitment of CETA is to deal with the employment needs of disabled and nondisabled veterans (Nathan, 1977). In doing so, however, CETA has identified the following as some of the special problems or needs of this group:

- Prejudice against national and individual participation in Vietnam;
- Economic recession and slow rate of recovery;
- Concentration of veterans in groups in the labor force—mainly youth, minority—which are afflicted with much higher than average unemployment rates generally, particularly in time of recession;
- Stereotype of veterans as rebellious, unstable, drug prone, poorly educated, unskilled;
- Veterans' feelings of being different, left out of everything, uncomfortable with indifference or hostility;
- Years in the military did not equip them adequately for civilian work and they face barriers in making use of skills acquired in the military; and
- Many employers do not consider military experiences as a valuable preparation for civilian jobs.

EX-ADDICTS

Goldenberg (1975) did a study of how ex-addicts in treatment in two urban areas, New York City and Boston, are prepared for, enter into, and function in the world of work. He found that drug treatment programs despite stated priorities involving preparation for employment, are neither structured, funded, nor staffed to adequately provide concrete employment related servives. In addition, it was found that client-initiated methods of job seeking are used to a significantly greater extent than program-initiated methods, and these methods are significantly more effective. There was also a significant correlation between the scope of employment related activities offered within drug programs and client satisfaction with their first posttreatment job.

NATIVE AMERICANS

Agnes (1977) has reported that in counseling Native Americans it is important to be sensitive to the following possibilities:

- As a group, young Indians are susceptible to acute depression. They have an abnormally high suicide rate.
- They often experience feelings of powerlessness.
- They are a minority among minorities and thus experience homesickness for the reservation and family.
- They may not speak or read English fluently and may have a tribal language as predominant.
- As a group, they are not individually oriented.
- They have a tradition of oral communication rather than reading of the printed word.
- Their work habits and time orientation differ from the majority culture.
- No tradition of long-range saving or planning is part of Native American culture.
- There is lack of awareness of specific information about government programs and financial assistance relative to studying a trade, going to college, joining the job corps, opening a business.

COMMUNITY-BASED APPROACHES TO ADULT GUIDANCE

While the diverse guidance needs of adults in urban and nonurban centers are becoming more clearly articulated in the research and theoretical literature, information about systematic community-based responses to such needs is less apparent. Nevertheless, there are approaches which can be described as pertinent to urban adult guidance centers.

According to Harrison and Entine (1977), the American Institute for Research conducted a national survey of adult career counseling programs in 1974. Of 752 programs identified and contacted, 460 or 61 percent responded. Of these, 367 qualified as adult career counseling programs and provided usable data. It was found that five types of agencies or groups sponsored such adult counseling services—colleges and universities (34 percent), community and junior colleges (20 percent), private groups and agencies incuding the YWCA, YMCA, and B'nai B'rith Career and Counseling Services (18 percent), government agencies (16 percent) and public adult schools typically affiliated with a school district (12 percent).

The centers identified in this study engage in a range of functions, not all of which occur in any particular center. Examples include the following:

- Gathering and disseminating to clients and the community information about adult vocational and educational options,
- Providing vocational aptitude and achievement testing and then interpreting test results in counseling sessions,

- Assisting with personal and family problems, and
- Providing job placement and job development services.

These functions are delivered by several different processes. Among the most common are career planning and development classes, workshops, seminars, or small group meetings. Such learning opportunities may be provided in the evening, at lunch time, or at other times particularly convenient to the target population. The AIR study also found that the adult career counseling programs, (in addition to providing adult career planning and development at times convenient to adults), frequently conducted classes in locations in shopping centers, prisons, hospitals, and libraries in an effort to reach out to clients in ways which are also geographically convenient. A number of programs have as a prime focus the provison of services and information to people in their homes. The study reported that this occurred most frequently through the use of telephone counseling and information hotlines and by mobile vans which are equipped with information and assessment resources as well as with counseling personnel. The specific focus of the resources provided may be child rearing, consumer behavior, budgeting, English as a second language, education and employment opportunities, self-assessment and planning or other emphases needed by particular target groups. Cassette tapes or home study correspondence courses are also frequently used in adult guidance systems. These resources are typically self-instructional learning activity packages designed to deal in a programmed way with such topics as self-discovery, changing values, and career decision making.

Harrison and Entine further report that the AIR study revealed that 32 percent of the programs surveyed were designed especially for women. An interesting finding, of particular relevance to CETA funded urban adult guidance centers, is that many more programs were found which served middle-class, educated women who have never worked or who have been out of the labor market for a considerable time, than which served low-income women or female heads of households who may be working but in low level jobs with little opportunity for advancement. The focus of such programs, frequently found in women's resource centers and staffed by women professionals or paraprofessionals, covers a wide range of activities. They include consciousness raising workshops as well as those dealing with vocational and educational opportunities. Frequently additional services such as child care or day centers, support groups for abused women, personal development or growth groups, referral, career assessment and planning, job placement, assertiveness training, family problem assessment and coping or survival skill training are provided.

The AIR study also found that 16 percent of the surveyed programs had a minority enrollment of 30 percent or more. The minority groups served by percentage from largest to smallest were black (59 percent); Spanish-speaking (23 percent); both black and Spanish-speaking (3 percent); Asian (5 percent). Such programs often deal with English instruction either as a second language or for improvement of basic competency as well as skill building in job choice, job search, and work adjustment. Other recurring themes tend to be teaching of survival skills and leadership training.

Farmer (1977) reported on computer-assisted counseling centers for adults. The particular focus of her discussion is INQUIRY centers in which computers are used to assist in the counseling of adults by providing—

> . . . a comprehensive data bank of information on educational, leisure time, and occupational opportunities and by teaching problem-solving processes and awareness of self as a decision maker (p. 22).

Currently, the focus of INQUIRY centers is on providing adults who are not full-time students with a full range of information and counseling services dealing with educational, career, and leisure planning needs. The underlying structure in INQUIRY centers is described as Guided Inquiry Counseling.

> The counselor allows the client to get in touch with the self, teaches the client problem-solving processes, and encourages the client to accept responsibility for decisions. The procedure is reflective at times, didactic at others. It is useful for personal problems as well as educational and career planning (p. 126-127).

The six phases of this process are congruent with the classic problem-solving paradigm and include the steps listed below:

- Clarify goals.
- Identify obstacles to subgoals.
- Plan alternative methods.
- Rank alternative methods.
- Try out best method.
- Evaluate goal progress.

Ironside and Jacobs (1977) were commissioned by the United Nations Education, Scientific and Cultural Organization to review the literature on the general topic of counseling and information services for adults engaged in learning. They did so by sampling the literature no only in the United States and Canada but in Great Britain, western Europe and elsewhere in the industrialized world as well. Ironside and Jacobs made similar discoveries to those reported by Harrison and Entine. They found that public libraries, information and resource centers, and directories of community opportunities were becoming major methods of meeting the information needs of adults. They further found that among these methods there were special concerns for meeting the needs of specific groups in the society. Among those groups are

> Women, persons with problems related to marriage or to single status, the disadvantaged (including the poor, the physically handicapped, and the members of racial or ethnic minorities), and older persons (p. 30).

With regard to innovations in counseling and information delivery for adults, Ironside and Jacobs argue that there are discernible trends in the following four broad areas:

1. The use of person centered, noninstitutional settings in which to offer counseling and information services;
2. The more imaginative use of staffs and increasing use of peers and nonspecialist groups as staff resources;
3. The development of networks, human and mechanical, to aid the counseling/information giving transaction; and
4. The harnessing of many media and technologies in the service of learners (p. 38).

Guilfoy and Grothe (1976) have reported on the components of Career Education Model 3, the Home/Community-based Model. This model was designed to provide a comprehensive delivery system which would meet the career-related information, guidance and referral needs of home-based adults ages 16 and older who were neither working nor attending school on a full-time basis. This model has five major components.

1. ***Outreach*** which uses mass media and other approaches to attract clients;
2. ***Counseling*** which provides career information, guidance, and referral by telephone using paraprofessional counselors;
3. The ***resource center*** which collects and disseminates career related materials for project staff, clients and the community;
4. The ***information unit,*** which develops special directories and materials which support the counseling process and could be sent to clients; and
5. ***Research and evaluation*** which provide project staff with feedback about the clients and the operation of the program.

Of particular significance in this model and in the similar implementations of Career Education Model 3 elsewhere in New England is the extensive use of the paraprofessional staffed telephone systems to provide wide coverage of the home-based adult sample and the provision of community seminars on information and planning related to the problems associated with returning to the labor market, career choice, educational and financial aid opportunities and related topics.

Heffernon, Macy, and Vicker (1976) have described the emergence of educational brokerages as intermediary agencies which help adult students find their way into and through the experience of postsecondary education. According to the authors, the locations of educational brokerages range from community-based, free-standing counseling and advocacy agencies to community colleges without faculty or campus. Rather than slot people into programs, the goal of educational brokerages is to stand among many institutions to meet the needs of the learner. Specific functions in which educational brokerages might engage within a community setting include:

1. Assist adult clients to define goals for their personal and working lives.
2. Set objectives for further education.
3. Select learning experiences to achieve competencies and certification.
4. Gain access to appropriate learning opportunities.

Hopkins (1973) has described the Youth Career Action Program (YCAP) that can be implemented in a large city in conjunction with a secondary school district to provide a clearly designated place for hard-to-place young people to come for highly individualized services relating to vocational and educational development. These clients would be primarily those who are dropouts, undereducated, economically disadvantaged and have little concept of work and employer expectations. Services include the following:

1. Vocational-educational counseling beyond the initial interview;
2. Vocational testing—GATB, Kuder Interest Inventories, SRA Reading Laboratory Test (III), Mathematics Test;
3. Provision of Occupational and Labor Market Information;
4. Basic education preparation to job training and other educational programs;
5. Referral to training facilities;
6. Referral to job placements;
7. Referral to other community agencies and services; and
8. Guidance on admission to colleges and universities.

Thompson and Jensen (1977) have reported on the Wisconsin approach to community-based educational counseling for adults. While the University of Wisconsin at Madison provides leadership for this state-wide effort, the Community-Based Educational Counseling for Adults (CBECA) program advocates community-based counseling which moves from a higher education institution out to such agencies as libraries, museums, ethnic centers, employment services centers, prisons, churches, courthouses, city halls, veterans service centers, and other organizations and agencies which provide space for counselors. In addition, this effort attempts to link into a cooperating network of support for adult needs. The network includes all types of organizations which are adult oriented such as the Division of Vocational Rehabilitation, County Veterans Service Offices, PTA Councils, Crises Centers, HELP lines, Junior Women's Clubs, United Migrant Opportunity Services, Spanish Outreach Institute, Urban League, Wisconsin State Employment Offices, Social Security Administration Offices, Tribal Councils, Community Action Program, Chambers of Commerce, Manpower Planning Councils, County Homemaker Councils, public health nurses, and many other local groups.

As an example worthy of replication, the Wisconsin CBECA involves

1. area selection and analyses of needs and resources;
2. fiscal planning;
3. localized peer counseling;
4. client follow up;
5. referral networks; and
6. cooperation among educational agencies.

More specifically, the program's objectives are

1. to encourage and support adults desiring to continue their education;

2. to assist these clients in establishing educational goals and in matching these goals with available educational pursuits;
3. to facilitate admissions and involvement of clients in the educational pursuits selected; and
4. to make suggestions to educational institutions in meeting the special needs of adult students through changes in policies, practices and programs.

SUMMARY

The preceding sections suggest several conclusions from the existing literature which are pertinent to the design and implementation of urban adult guidance services. Among them are the following:

1. Adult needs for guidance differ from those of youth; and, subgroups within the adult population ten to manifest some needs which are relatively unique to their social and developmental history.
2. Adult needs for guidance are stimulated by the convergence of various social factors including a comprehensive press for life-long learning, job dislocation, economic and social incentives for reentry to the labor force, and complexity of educational and occupational information.
3. Adult needs for guidance are being responded to by a wide range of social mechanisms which are largely uncoordinated and frequently incapable of systematically addressing the diverse needs found in urban populations. Frequently, available descriptions of such mechanisms are superficial and of little use to the design or implementation of centers intended to deliver guidance services to urban adults.

Given these circumstances, it would appear useful to develop an in-depth understanding of selected exemplary urban adult guidance services in order to identify the interaction between political, technical, and client factors giving shape and substance to such efforts. The chapters which follow will pursue such a goal.

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CHAPTER 3

CETA Approaches to Adult Career Guidance: A Case Study of Three Cities in Action

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The following chapter describes the approaches of three large cities' CETA programs to the career guidance of adults. The three cities which were chosen as case study sites were selected from among the twenty largest cities in the United States. Their selection was based on identified exemplary strategies and promising practices in the delivery of guidance services, geographic representation, scope of client services, diversity of population served, and willingness to participate in the study. The information was obtained from site visits by project teams during August and September of 1978. The data gathered through interviews and observation were intended to reflect the status of guidance service and its delivery at each site. Interviews were conducted with prime sponsor administration, advisory board members, program directors, teachers, counselors, clients, employers, and referral agency representatives. Perceptions shared by those interviewed as well as those perceptions formulated by project staff during the site visits are reflected in this chapter. In order to maximize comparative analyses, the descriptions provided are not site specific but are combined into a format which first addresses the similarities in program and organization across the sites and then discusses the differences. The chapter concludes with a brief analysis of apparent constraints which are perceived as existing for CETA prime sponsors.

PROGRAM AND ORGANIZATION

PRIME SPONSOR

In each of the three cities the Mayor's office representing the city serves as the prime sponsor of the CETA program. Typically, an administrative agency is created within the Mayor's office to supervise and manage this effort.

CETA PROGRAM COORDINATION

Each city government has a manpower or employment training division that coordinates employment and training services for CETA participants. This division which, in some cases, has unified other already existing employment or community development programs has as its major goal the provision of comprehensive employment and training opportunities which link education, training, and job development for eligible residents of the community with the resources of the commercial and industrial sectors of the city.

SERVICES OF CONTRACTORS

The selection of sub-contractors to deliver CETA program services is accomplished through a competitive proposal process which includes review of proposals by an advisory board appointed by the Mayor. Some of the services provided through sub-contracts are comprehensive manpower, training and support services which include classroom training (vocational education), English as a second language, adult basic education, on-the-job training, and work experience.

MONITORING AND EVALUATION

Monitoring and program evaluation are conducted by each city's employment training division. This monitoring ranges from a monthly review to a day-to-day program evaluation. Such evaluations are typically formative in nature, providing input for program change and/or any necessary corrective action.

SATELLITE PLANNING AREAS

In an effort to distribute CETA funds and services evenly, the programs have organized satellite or planning areas across each city. These satellite offices serve as intake centers and attempt to establish and furnish appropriate services to participants within a defined geographical area.

FOLLOW UP

The number of follow-up contacts concerning CETA participants varies at each site although each assesses such areas as job placement, retention, success on the job and employer reaction. The number of contacts ranges from one at the end of the first thirty days following program completion to a 30-60- and 90-day follow-up after program completion.

STAFF CHARACTERISTICS

ETHNIC DISTRIBUTION OF STAFF

CETA staff members have varied backgrounds—ethnically, educationally, and experientially. There is an almost equal distribution of male and female staff members. Ethnically, there appear to be slightly more Anglo-American staff members than Afro-American, Hispanic American, Native American, and Asian American staff members combined.

EDUCATIONAL AND CAREER EXPERIENCE

The prior experience of CETA staff members has generally been in such helping services as federal manpower programs, urban league centers, VISTA, and teaching. The education of staff members ranges from a General Education Development (GED) diploma to a Ph.D. Those staff members with college degrees have usually majored in the behavioral sciences, sociology, and social work.

LACK OF CERTIFIED COUNSELORS

Although there are a number of staff members with college degrees, there is a marked absence of certified counselors. Many field service counselors, however, feel that they have received sufficient counseling experience from their previous work. However, there is a general lack of in-service training for counselors and teachers. Updating of skills is usually accomplished through staff meetings and informal networks among staff members.

FUNDING

FUNDING ALLOCATIONS

CETA legislation mandates that CETA program monies be allocated 60% to participants, 15% to administrative costs, and 25% to staff and program. The funding of guidance services comes from the 25% allocation for staff and program. Because it is considered part of the program and budgeted from the 25% allocation, the guidance function does not ordinarily have a separate budget.

FUNDING GUIDELINES

Guidelines for continued funding of training contractors are extremely rigorous. Generally, to obtain a desirable rating and thus be assured of continued funding, a training agency must place more than 65% of its enrollees. As a result, training emphases do not tend to be on upgrading a broad range of participant skills or behaviors but instead on those required to place him/her in a job after program completion.

LINKAGES

INFORMAL INFORMATION NETWORK

There appear to be very good to excellent linkages between program contractors and referral agencies and between the counselor, participant, and the counselor's informal network system. Counselors who utilize such an informal network system seem to be able to bypass certain bureaucratic procedures in order to expedite services or remediate the participant's problems.

NEED FOR IMPROVED LINKAGES

At some sites, there is a clear need to improve linkages between CETA and vocational rehabilitation, employment services, vocational education in the schools and other community development programs.

PLANNING

GUIDANCE PLANNING

Overall planning of the guidance function begins with the administration of the city's employment training division. This office has responsibility for program or agency funding. Specific planning, within funding levels available, of the content and processes making up the guidance program, however, is undertaken by the counselors and program directors on the basis of a previously developed model and/or on the basis of perceived client needs. Guidance services usually include: intake, assessment, counseling, referral, program placement, and monitoring/follow up.

COUNSELORS FROM AGENCIES

In addition to the counseling provided by CETA staff members, subcontracted training agencies may also provide counseling and do their own guidance program planning. Some of these agencies view the guidance function for their clients as crisis intervention which concentrates on the resolution of personal problems interfering with participants' success in training.

EMPLOYMENT DEVELOPMENT PLAN

Employment development plans of some type are used by most CETA programs to facilitate the establishment of short- and long-range goals for the participants and also to serve as a means by which participants can monitor their own progress.

EVALUATION

Future program planning as well as program evaluatioin is largely based upon verbal and written feedback from participants and employers, follow-up contacts, and other input obtained by the counselors.

ARTICULATION

COUNSELOR ARTICULATION

Effective articulation seems to occur between the guidance staff and the training agency teachers, employers, and training agency counselors. The amount of time a counselor may devote to this articulation varies from a counselor's continuous stay at the work site to provide for on-the-job problem resolution and articulation with the school, to monthly visits by the counselor to training programs to monitor participant progress.

COUNSELOR INTERVENTION

The focus of the counselor's intervention tends to be concentrated on helping to resolve participants' problems with teachers, employers, or on-the-job training programs. Training agencies often seek the counselor's help in dealing with participant tardiness and absenteeism. The counselor's assistance, however, frequently goes beyond that mentioned above in that he or she assist participants with such personal problems as dental and eye care, child care, and transportation.

ARTICULATION BETWEEN PROGRAM AND TRAINING COUNSELORS

Articulation also occurs between central CETA counselors and counselors in training programs. The latter are able to serve the participants on a day-to-day basis and can reinforce participants' positive attitudes, behaviors, and self concepts while they are learning or working. This level of interaction with participants allows training counselors to provide useful planning information to central CETA counselors.

PARTICIPANTS

PARTICIPANT ETHNICITY

On the average the distribution of male and female CETA participants is almost equal, 49% and 51%, respectively. The distribution of the ethnicity of the participants varies with each city and is as follows: Black, from a low of 39% to a high of 75% with an average of 56%; Hispanic, from a low of 15% to a high of 30% with an average of 22.5%; White, from a low of 24% to a high of 36% with an average of 30%; and Other (including Asians and Native Americans) with an average of 7.5%.

AGE OF PARTICIPANTS

There is variation in the age of the participants who are engaged in CETA activities. This is particularly marked in the age group 16-21. In this group there was a low of 18% at one site and a high of 43% at another, with an average of 30.5% across the sites. The age grouping of 22-44 for CETA participants is more consistent, however, ranging from 44% to 62% with an average of 52.3%.

PARTICIPANT EMPLOYMENT AND FINANCIAL ASSISTANCE STATUS

An average of 86% of the participants are economically disadvantaged and, it appears, receive little public financial assistance. The proportion of participants receiving assistance ranges from 4% to 29.7% with an average of 85.5% of the participants not working. The percentage of people who collect unemployment insurance is very low—generally below 2% as many have exhausted it or for other reasons are not receiving it.

PARTICIPANT EDUCATION

The education of the participants varies. One program lists 44.9% of its participants as having completed between 9 and 11 years of school. Two programs indicated that about 50% of their participants have a high school diploma. In general, however, the majority of the participants have a high school diploma or less.

VETERANS AND OFFENDERS

The sub-populations of veterans and offenders comprise a small portion of CETA participants. That is, veterans comprise, on the average, 6% of each city's CETA participants while about 10% of the participants are offenders.

PARTICIPANT MOTIVATION

There appears to be a high level of training completions by participants; however, counselors and teachers find that the participants enter the program with low levels of motivation. This low level often reverses during training as participants begin to experience success in their training and work. It was also found that, in general, participants' motivation to work is generated by financial need rather than a desire for a career in the work world.

PARTICIPANT'S LOW SKILLS

Participants' general abilities as well as specific skills such as communication, reading, math, and occupation task specific skills were reported to be low by the counselors, teachers, and administrators. It was further noted that the participants often have the ability to learn if they want to and that their abilities and skills frequently improve when they experience success in their training.

PARTICIPANTS' PROBLEMS

The problems that participants most often discuss with counselors are: lack of money, poor physical or emotional health, legal problems, dropping out and/or returning to school, career decisions, and family problems.

POSITIVE EFFECTS OF COUNSELING

A number of participants reported that the assistance of the guidance services was positive. Interviewees said that counselors and the guidance services had a positive effect on their attitudes toward work, themselves, training, family, and others. Participants also stated that they learned goal setting, planning, and budgeting from the counselors which would help them in future career planning. Participants in one program credited the total program and their accomplishments in it, rather than the guidance services alone, with the positive changes in their attitudes.

EMPLOYERS

LENGTH OF INVOLVEMENT

Length of employer involvement with CETA programs across all sites is from less than one year to seven years.

EMPLOYER REACTION

Reaction to CETA participants as employees is basically positive at all sites. The range of opinions include the following: (a) CETA participants frequently have inferior entry level skills; (b) CETA participants tend more than other employees to go on for additional training; (c) those coming from a preemployment program are quite well prepared for the work experiences they encounter; (d) they often need special consideration until they adjust to the job; and (e) a problem common to many CETA participants is realizing that companies don't change to fit individuals. Employers interviewed compared CETA participants with other employees in the areas of productivity, skills, interpersonal relations, and work attitudes. The participants were consistently rated "as good as" and in some instances "better than" other employees.

WORK ORIENTATION

The orientation provided by employers for new employees most often consists of assigning the employee to a buddy who will show him/her the ropes. One employer places new hires on a probationary status for up to three months during which time they go through a very structured training program.

EMPLOYER REACTION TO COUNSELORS

Employers reported, for the most part, very good interface with CETA guidance staff members. They were very pleased with staff efforts to learn about the jobs into which CETA participants were being placed and to do their best to achieve a good match between job and employee. In most instances, CETA staff also were reported to be always available to help when employers had problems with CETA participants they had hired.

PARTICIPANT PROBLEMS

When problems existed with participants, they usually centered around tardiness, absenteeism, dress code, and appropriate conduct on the job.

REFERRAL AGENCIES

REFERRALS TO CETA PROGRAMS

Participants are referred to the CETA program by a number of routes which include:

a. The state employment services
b. Neighborhood and ethnic organizations
c. Secondary schools
d. Youth development centers
e. Public and private agencies that serve special populations such as the physically, emotionally, and ,mentally handicapped
f. Through word-of-mouth
g. The Division of Vocational Rehabilitation
h. Walk-ins

AGENCIES WHERE CETA PARTICIPANTS ARE REFERRED

Some of the programs had no figures as to the number of participants referred to CETA or referred by CETA to other agencies. But, organizations to which CETA participants are referred include: GED programs, health agencies, libraries, the department of human services, and institutions of higher education.

COUNSELOR INVOLVEMENT

Referral agencies view the CETA guidance services positively in both their quality and effectiveness.

PROGRAM PERCEPTIONS

REACTION TO GUIDANCE SERVICES

The consumers of CETA guidance services are quite satisfied with the assistance provided. Many participants credit the guidance service with having a direct effect on their lives and attitudes. A very positive reaction was also obtained from the employers and referral agencies, many of whom consider the guidance services to be both positive and necessary.

THE TEACHER AS COUNSELOR

At many training sites the primary source of counseling is the teacher. The teachers tend to feel that they are closer to the participants since they see them each day and only refer participants to a counselor when the problem is too difficult for the teacher to handle.

CONSTRAINTS

COMMON CONSTRAINTS

The three primary constraints on guidance services, in no particular order, are:

a. There is a heavy emphasis by the Department of Labor on the job placement of trainees. Since continued Department of Labor funding is based on placement rates, this is often perceived as the sole criterion of training success. Such a situation often reduces the counselor's opportunities to deal with participants' problems beyond those which are clearly placement related.

b. The counselor has a number of roles to fill. The counselor often has to do the intake, assessment, placement, attendance, and job development, which leaves him/her very little time for "counseling."

c. The low salaries paid to counselors prevent the hiring of a highly qualified guidance staff as judged by formal counselor training or levels of certification or credentials held.

As a consequence of these three major constraints, the breadth and scope of the guidance services are frequently limited and the staff often are overloaded.

Other constraints that seem common are:

1. Too much counseling is crisis intervention oriented rather than preventive and developmental.
2. The counselors lack skills in dealing with clients of diverse backgrounds: ethnically, socially, chronologically.
3. Too much paperwork involving counselors in quasi-administrative procedures.

4. Participant time in programs is too short for counseling to have a significant impact on the participants.

5. Potential trainees must be "CETA eligible" regardless of how well they could benefit from the program.

WORKING CONDITIONS

LACK OF PRIVACY

The most frequent shortcoming in working conditions is the lack of privacy for the counselors and their clients. The office space and facilities range from spartan to good.

REACTION TO SUPPORT SERVICES

The support services were praised by the participants both for their diversity and the relative speed with which they were available. Often, the quality of support services depends on the relationship built between the counselor and the support agency.

CONCLUSIONS AND RECOMMENDATIONS

SUCCESSFUL PROGRAMS

Based on the reports of the different programs, it appears that the CETA programs are functioning well and serving the participants successfully. A further discussion of the conclusions drawn from these case studies appears in the section "Unique Characteristics."

GENERAL RECOMMENDATIONS FOR IMPROVEMENT

The following recommendations summarize interview data obtained from persons associated with central CETA and with sub-contracted agencies:

1. Establish performance objectives for programs beyond those currently applied.

2. Establish and maintain better linkages between the prime sponsor and support agencies or sub-contractors.

3. Reduce paperwork.

4. Eliminate the harsh screening of prospective participants by building into the programs a medium for a 25% high-risk segment of participants.

5. Allow for the varieties of circumstances surrounding program termination when labeling a participant who has terminated as either "positive" or "negative."

6. In the case of training placement errors, more flexibility should be built in to permit students to leave a program for which it is determined they are not suited and enter another one.

7. Establish and maintain better linkages between CETA and state and local vocational education, CETA and the community, and CETA and the employers.
8. Develop more flexible funding guidelines for sub-contractors and additional criteria besides job placement as measures of success of training.
9. Provide programs of in-service education which focus on diversity of backgrounds and how to deal with them, client job requirements, and the labor market and referral networks needed for counselors, teachers, and administrators.
10. Increase the number of follow-up contacts with participants.
11. Establish a wider range of training and employment opportunities for participants.

UNIQUE CHARACTERISTICS

PROGRAM ORGANIZATION

In the program organization of each of the case studies the manner in which service centers are spread out across each city as well as the functions these centers perform appears to be unique. City A, in order to provide a locally responsive and geographically balanced allocation of funds and services, has divided the city into six Labor Market Planning Areas. An attempt is made to ensure distribution of essential services to each district and to establish appropriate services within each geographical area.

The Employment and Referral Center (E&RC) of city B performs intake, assessment, counseling, training placement, job placement, and referral for participants in two CETA programs. Although there is only one such center at the present time, it is hoped that the E&RC may become a model for similar satellite centers throughout the city. City C has twelve community-based satellite offices located in Urban Progress Centers throughout the city. The offices, serving as intake centers, are staffed by counseling teams composed of a team leader, four counselors, and a clerk. There is also a guidance staff located at the central office of City C. The guidance staff members in the central office conduct a day-long orientation program for CETA participants who are sent in from the satellite centers. The orientation helps to identify the participants' motives for program involvement, to clarify their training program direction, and to facilitate their actual participation in a training program. These staff members also conduct a job development program for participants who are nearing completion of training or who have completed training. The job development workshop provides participants with knowledge of job search techniques, interview skills, and resume and application letter writing techniques. This job development program utilizes simulation exercises, audiotapes, closed circuit T.V. and role playing techniques to assist the participants. City B contracts with a local university to conduct a follow up on participants six months after program completion. City A has its Manpower Information Service draw a 10% random sample of completers and conducts follow-up contacts for three months at thirty-day intervals to determine job retention rates.

STAFF CHARACTERISTICS

In order to provide staff members with in-service programs, City C has plans for a staff development program which will attempt to update the skills of counselors and teachers.

FUNDING

City C does not receive additional funding from sources other than CETA but reports that there are several cooperative activities which take place with other public agencies such as the Division of Vocational Rehabilitation and the United Auto Workers. One of the main services these organizations provide is peer counseling for CETA participants.

LINKAGES

Although the majority of programs feel that there is a satisfactory linkage system between CETA programs and outside agencies and employers, City A feels that more linkages are necessary. More specifically, there should be better linkages between the prime sponsor office, CETA and Vocational Rehabilitation, employment services, state vocational education, employers and the community in order to meet the needs of the community in a coordinated manner.

PARTICIPANTS

Due to the ethnic diversity of the cities involved, there were differences in the ratios of Afro-American, White and Hispanic populations involved in the CETA efforts. Response mechanisms differ depending on the ethnic mix. In areas where there is heavy influx of a particular ethnic group, particularly when English is a second language, special programs are necessitated by the unique problems which exist.

PROGRAM PERCEPTIONS

Constituencies within each program had different perceptions of the guidance services offered. Although the participants saw the services as beneficial, administrators and counselors sometimes questioned the effectiveness of the services. In City C one administrator described the guidance services as being a desirable adjunct to help people, but as having very little effect on program outcomes.

In City B the staff (counselors and administrators) have mixed opinions about the effectiveness of the guidance services. Most of them reported that what they are able to do has impact on the participants but some also report that they are limited by background, expertise, and resources in the services they can provide.

In City A one administrator felt that because of the heavy focus by the Department of Labor on accountability, guidance services have become paper oriented rather than people oriented. It was also found in this program that applicants who are perceived as not being able to complete training, thus resulting in a positive termination, may be screened out to make room for "sure bets." On a more positive note, one site found that they were effective in enabling women to achieve economic independence and in keeping participants from treating on-the-job training as merely a short-term job assignment.

CONSTRAINTS

At one site in City B the guidance services were very much constrained by the racial make up of the neighborhood in which the program is located. The distinct racial line drawn between the particular neighborhood and the surrounding areas makes it necessary for counselors to leave their building and take their programs into the outlying neighborhoods. Because participants are hesitant to come to the office for services, much of the counseling is done by telephone.

CONCLUSIONS

One of the programs states that its success comes from the city's employment division administration which exercises a high degree of control in establishing program priorities and allocating program funds. Conversely, one program finds that it is delivering effective and successful services to the participants despite the confusion and state of rapid turnover in the administrative offices of the prime sponsor. In this program, personnel expressed satisfaction with being left virtually on their own to conduct programs except for visits and input from program monitors. The staff of the program reports that it feels no paranoia about the numbers of people served, positive terminations and placement in unsubsidized employment due to the absence of fear about losing program funding.

APPARENT PROBLEMS

Although the programs report that they are functioning successfully, there appears to be a number of problems that hinder the services provided by CETA programs. One of the major constraints listed by the programs is that the Department of Labor (DOL) puts too much stress on successful unsubsidized job placement of participants as the only criterion for funding. In order to receive continued funding, the program (including sub-contracting agencies) must successfully place at least 65% of its participants. This emphasis on placement has a number of implications. One is that very often the training goal is to place the participant successfully with a lack of regard to training or helping the "whole" person in areas such as career planning or decision making. A second negative implication is that in screening prospective CETA participants the less-than-successful-looking applicants will be screened out, making room for applicants who appear to be a "sure bet" to complete training and thus be successfully placed. Finally, there is a concern over what constitutes a "positive" or a "negative" placement. At the present time anything other than program completion and/or job placement is regarded a negative termination. An allowance should be made for those participants who terminate from a program due to illness, family crises, or pregnancy to be labeled "positive" if they have successfully completed the programs requirements prior to their need to terminate.

A second major problem is a lack of certified counselors in the programs. Although the counselors have no certification, they appear to be "getting the job done" often through by-passing the bureaucracy and providing services through an informal network of agencies. The reason that there is a lack of certified counselors appointed stems from the low pay given to the counselors. It seems that the counseling skills of CETA staff have been generally acquired through previous jobs in the helping services and through staff interaction and sharing.

The counseling that does occur is most often crisis intervention—helping to solve a problem well after it has begun. There is a need for a program approach to counseling which is based on a developmental model. This model, however, may be difficult to institute as the counselors have many roles to fill and are often kept busy with paper work. Another factor that would negate a developmental approach is the view held by employers and training agencies that counseling should be provided on a needs basis rather than on a required and programmed basis.

Finally, there needs to be additional follow-up on participants beyond the mandatory thirty-day requirement. If such becomes the case, summative evaluation, the effect of program components on participant behaviors beyond placement, could reasonably be achieved.

CHAPTER 4

Three Models for Delivering and Evaluating Guidance Services to CETA Participants

The Boston Model

Priscilla Wohlstetter

OVERVIEW OF EEPA

In an effort to provide a comprehensive system of employment and training services to residents of the City of Boston, Mayor Kevin H. White created the Employment and Economic Policy Administration (EEPA) in August, 1977, to administer programs funded under CETA. Designated as the Boston Prime Sponsor, all CETA monies appropriated by the U.S. Department of Labor for the city are channeled to EEPA for allocation. Since its inception, EEPA's mission has been to expand the traditional manpower programs to a comprehensive service delivery system which links jobs, training, and education with commercial and industrial development.

As a city agency, EEPA is housed within the Office of the Mayor, and its chief administrator reports directly to the Mayor. During its first year of operation, EEPA has grown to become the largest department in the City of Boston with a staff numbering more than 300. This is an indication of the priority given CETA services by the city administration. The organization of EEPA is structured by three line departments, each of which corresponds to specific Titles of CETA, and four support divisions listed below:

Departments

1. Employment and Training (Title I)
2. Public Service Employment (Titles II and VI)
3. Youth Services (Title III)

Support Divisions

1. Operational Services
2. Research, Planning, and Evaluation

3. Fiscal Services

4. Management Services

The line departments and most recently the Operational Services Division have been involved in administering programs serving the CETA client population. In accordance with the purpose of this paper, the discussion of EEPA's guidance services will focus on those provided under Titles I and III, since these programs have the common objective of offering career, educational, and personal guidance and counseling to their clients.

In general, the programs which make up the CETA system in Boston fall under two broad areas; those which help clients overcome personal, institutional, and societal barriers to employment and those which focus on job creation. The CETA Title I and III client population, which was 5,950[1] in FY'78, includes not only the unemployed who benefit from further training but also the underemployed who are more in need of direct job placements.

For many programs, EEPA subcontracts with outside organizations to provide services to clients. To select these subcontractors EEPA has in the past used a competitive proposal process through which the proposals submitted by potential sponsors are reviewed by EEPA staff as well as by selected panels of outside reviewers. In accordance with the U.S. Department of Labor's *Rules and Regulations,* the funding process gives preference to community-based organizations of demonstrated effectiveness. The programs EEPA subcontracts, the Administration's line department staff has primary responsibility for determining funding levels and conducting program monitoring, as well as for overseeing the administration of program operations. For other programs such as the Title I On-the-Job Training Program, the Title III Youth Incentive Entitlement Program, and the Employment and Referral Center, EEPA provides services directly to clients. These then are operated internally by EEPA staff.

As mandated by the Act, 80% of program monies are allocated to service costs and 20% are reserved for administration. The programs in providing guidance services are included as part of the 80% allocation. For all EEPA programs, counseling is integrated into every phase of the service delivery system, from intake and assessment to classroom or job training and placement. The guidance function, therefore, does not have a separate budget allocation. Consequently, its proportion of the total 80% varies from program to program, depending on the prioritized goals of the sponsoring agency.

The presentation which follows offers a synopsis of EEPA's model for delivering guidance services to the CETA participants it serves under Titles I and III. To facilitate discussion, the paper has been organized into the following sections:

A. Profile of the CETA Client Population

B. EEPA's Service Delivery System

C. Boston's Employment and Referral Center: A Comprehensive Approach to Guidance

The U.S. Department of Labor has set forth specific criteria defining "economically disadvantaged" which are applied to all CETA applicants to determine program eligibility. All Boston residents participating in EEPA's employment and training programs have been certified as CETA-eligible[2] and are therefore economically disadvantaged.[3]

Within this population EEPA has further identified the following significant segments for CETA Titles I and III which, according to statistics of the unemployed in Boston, are most in need of services:

Black	34.4%
Hispanic	12.4%
White	48.1%
Other[4]	5.1%
Female	55.0%

During FY'79 Title I will also serve 28% youth, 5% handicapped and 8% veterans.

EEPA's SERVICE DELIVERY SYSTEM

The model for delivering CETA services in Boston is structured as a funnel. Figure 4-1 on the following page is a representation of the components of this model.

Most commonly, potential clients are referred to CETA by staff at the Neighborhood Employment Centers (NEC). There are 15 NECs located throughout the city; these have in the past been funded by CETA; currently they receive monies under the Community Services Act. Boston residents are usually familiar with the NEC in their particular community, and therefore, many walk in for service. At the NEC's, intake, which includes completing a CETA Client Application Form, is conducted. A small number of potential clients is referred to CETA by various community social service agencies. These are particularly active in the Roxbury and North Dorchester neighborhoods of the city.

From one of these many entry points, clients are then directed to one of six assessment centers, depending on the neighborhood in which the client lives and the individual's special needs. For example, a client aged 14-18 years would likely be referred to the Youth Assessment Center.

EEPA subcontracts with community-based organizations to operate five of the six assessment centers. The sixth, the Boston Employment and Referral Center (E&RC), is operated in-house by EEPA's Operational Services Division. The E&RC is described in a later section of this paper. It should be noted that some clients by-pass the NECs and enter an assessment center directly. For these clients, as well as for those who are referred by community social service agencies, intake is conducted at the assessment center.

As noted earlier, counseling has been integrated into every phase of the delivery system. At the NECs, staff members explain the criteria for CETA eligibility and counsel clients about employment and training opportunities provided under the Act. While

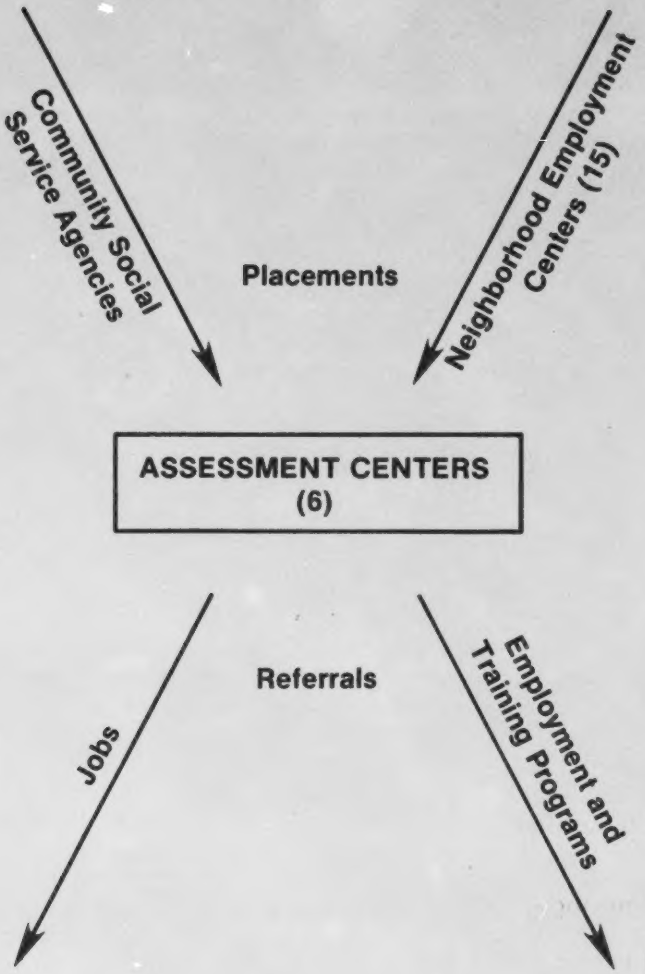
Community Social Service Agencies
Placements
Neighborhood Employment Centers (15)
ASSESSMENT CENTERS (6)
Referrals
Jobs
Employment and Training Programs

Figure 4-1. Model for EEPA Service Delivery

clients are enrolled in CETA programs, they also receive career and personal counseling services, the amount of which depends on the nature of the program and the clients' individual needs. The most extensive counseling sessions, however, are conducted by staff at the assessment centers.

Common across all six assessment centers is the aim to provide clients with information about themselves which will help them determine a career plan. To facilitate career planning, the Center staff, which includes testers, counselors and job developers, administers academic and vocational tests to clients, and conducts a number of group and individual vocational and personal counseling sessions. For the most part, the staffs at the assessment centers are trained in three phases of assessment: intake, testing and counseling. In addition, all staff members are trained in providing labor market information and career guidance to clients. All staffs have at least one bilingual member.

Although the range of tests administered to clients varies among the centers, the assessment procedures generally are the same. Clients first receive at least one academic screening test, such as the Porter Reading Test (PRT) or the Wide Range Achievement Test (WRAT). The results of the test are then used to determine which level of the more comprehensive Adult Basic Learning Examination (ABLE) should be administered to the client; clients scoring at first to fourth grade would receive the ABLE I, while those scoring at fifth grade or above would receive the ABLE II. Following academic testing, clients participate in a series of vocational interest assessments, such as the Singer/Graflex Vocational Evaluation System or the Jewish Employment Vocational Service Work Sample System. These usually involve clients engaging in sample work activities during which the counselors rate the clients on their ability to perform the designated tasks. A client interested in becoming a chef, for example, would likely be assigned a work activity which assesses ability to follow a recipe.

Between the testing sessions, which are usually conducted over three to five days, clients receive vocational and personal guidance services. In addition to explaining test results to clients, the counselors also work with CETA enrollees to develop an Education and Employment Development Plan (EEDP). The EEDP includes the clients' test scores, as well as the short- and long-term goals identified jointly by the counselor and client. The short-term goals are usually intermediary steps, such as obtaining a GED and receiving computer training, which are needed to secure a specific job, the long-term goal. When the clients exit assessment, their EEDP's are forwarded with them to their program placements. The EEDP, therefore, is a useful tool for both the clients and program staff; it provides the client with a means for monitoring progress toward stated goals, and provides program staff with information about the clients' vocational interests and academic abilities.

In conclusion, it is estimated that clients on the average receive a total of eleven hours of counseling from assessment center staff. Usually the distribution of this time is as follows:

- 6 hours of testing (4 hours for academic tests; 2 hours for vocational tests)
- 4 hours of individualized counseling
- 2 hours of group counseling

It is important to note that while clients are enrolled in programs, counseling services are also available from program staff. In fact, the agencies with which EEPA subcontracts usually have a guidance component as a part of their programs. Depending on the nature of the program and the special needs of the target population being served, the guidance function varies from crisis intervention to being the primary aim of the program. For example, in a Title I program, "Adult Work Experience," which serves the chronically unemployed with histories of drug or alcohol abuse, two full-time counselors are available to provide individualized, crisis intervention and personal counseling to the thirty participants while they are at their work sites. In contrast to this approach to counseling, a Title III program, "World of Work," is structured almost entirely as a career and personal guidance program with the primary aim of orienting youth to the "World of Work" through in-depth individual and group counseling. During the month clients are enrolled in this program, they receive approximately 20 hours of counseling from program staff which includes group counselors and job developers. Additional individual counseling is also available on an as-needed basis.

Once clients exit from a CETA program and are job placed, counselors are required to contact clients at least one time (30 days after the time to exit). This follow-up procedure is usually conducted by telephone. In most instances, the counselors speak with the employer in addition to the client. The feedback received during these contacts about the clients' progress on the job is then used, when possible, to improve program operations. For example, if clients from one of the training programs repeatedly have difficulty with job interviews, the program staff would likely devote time in the future to interviewing techniques.

For some clients, counselors make more frequent telephone contacts. In many cases, the counselors not only provide support, but also when needed refer clients to social service agencies, such as a birth control clinic, for help. Usually counselors follow up on these referrals with the client.

BOSTON'S EMPLOYMENT AND REFERRAL CENTER: A COMPREHENSIVE APPROACH TO GUIDANCE

To provide a more complete description of EEPA's view of the role of guidance in serving CETA clients, this section examines our plan for the creation of the Employment and Referral Center (E&RC), which is currently being implemented. As noted earlier, the Center is being operated in-house by EEPA staff in the Operational Services Division. Through the activities of E&RC, EEPA will have greater responsibility for providing direct services to clients.

As it is presently developing, E&RC employs a comprehensive approach to offer all CETA eligible and/or unemployed Boston residents the employment-related services they need. The organizational structure of the center, therefore, seeks to coordinate and integrate EEPA's various program activities with the activities of other service providers, notably the Division of Employment Security. It is expected that such an integration of program services will result in an increase in the efficiency with which both agencies meet the employment needs of clients. The organizational chart of E&RC, and a description of each of its components are shown in Figure 4-2 and Table 4-1.

Of the eight different service components which make up the Center, Career Development Services (CDS) is the one most involved in providing guidance to CETA clients. For this reason, the remainder of the discussion will focus on CDS.

Briefly stated, the aim of CDS is to provide a coordinated intake, screening and referral process for all CETA activities. Although still in the formative stage, CDS has begun operations. During the past six months, the CDS staff has been actively involved in providing intake, assessment, vocational and personal counseling, and job placement and referral to participants in several selected CETA programs.

The uniqueness of the CDS approach is embodied in two principles:

1. The assessment process should not be prescribed or standardized; instead, it should be flexible to accommodate the individual needs of clients.
2. Assessment services should not cease when clients are program or job placed; instead, they should continue to be available throughout the clients' tenure in CETA.

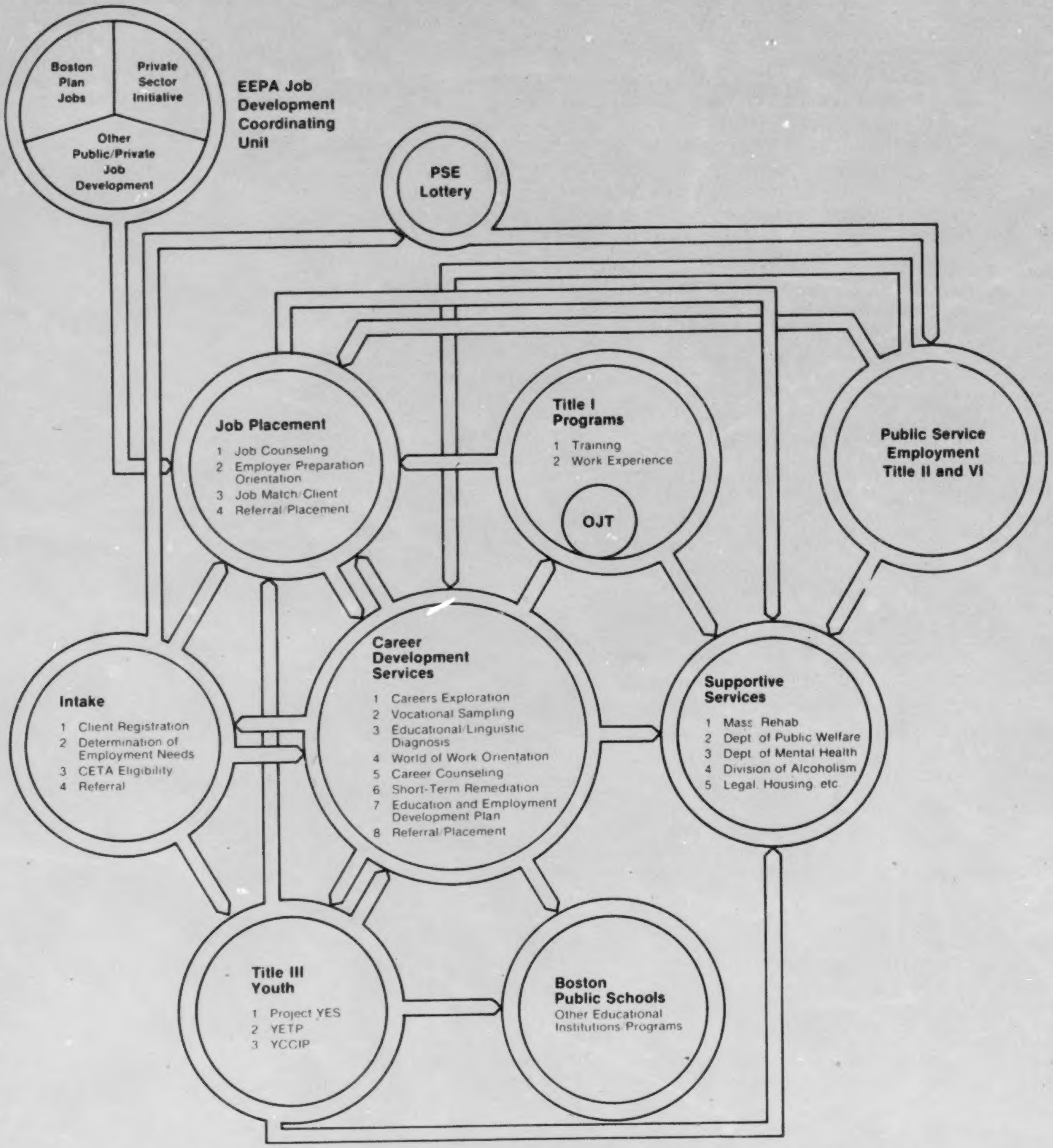
Boston Plan Jobs
Private Sector Initiative
Other Public/Private Job Development
EEPA Job Development Coordinating Unit
PSE Lottery
Job Placement
1 Job Counseling
2 Employer Preparation Orientation
3 Job Match/Client
4 Referral/Placement
Title I Programs
1 Training
2 Work Experience
OJT
Public Service Employment Title II and VI
Intake
1 Client Registration
2 Determination of Employment Needs
3 CETA Eligibility
4 Referral
Career Development Services
1 Careers Exploration
2 Vocational Sampling
3 Educational/Linguistic Diagnosis
4 World of Work Orientation
5 Career Counseling
6 Short-Term Remediation
7 Education and Employment Development Plan
8 Referral/Placement
Supportive Services
1 Mass. Rehab
2 Dept. of Public Welfare
3 Dept. of Mental Health
4 Division of Alcoholism
5 Legal, Housing, etc.
Title III Youth
1 Project YES
2 YETP
3 YCCIP
Boston Public Schools
Other Educational Institutions/Programs

Figure 4-2. Organizational Chart:
Boston's Employment and Referral Center

TABLE 4-1

A Description of E&RC Components

The ***job development coordinating unit*** will address the adverse economic conditions which underlie the high unemployment rate in the City.

The ***intake unit*** will refer applicants to the program which best meets their employment needs.

The ***CDS Unit*** will provide applicants with needed assessment, academic testing, remediation.

The services provided by the ***Title I, PSE,*** and ***Youth Divisions*** of EEPA will increase the employability of their respective program participants.

The ***OJT Unit*** will train participants in the skills required by those occupations which are experiencing growth.

Linkages to educational programs and supportive services will insure that the needs of program participants in different areas can be met.

The ***job placement unit*** will insure that job-ready participants are matched with suitable unsubsidized employment opportunities.

To facilitate the effective operation of this system a computerized ***Job Services Matching System*** (JSMS), has been developed by DES and is expected to be adapted to the needs of CETA participants.

In the past, assessment has primarily been a prescribed process which required, for example, that counselors administer a set battery of tests to clients. At CDS, counselors have available to them a wide range of tests. Based on preliminary interviews with clients, they decide which, if any, are appropriate to administer, given the particular background of the client. If, for example, a client has a GED and a work history, the client would likely spend most of his/her time discussing job opportunities with the counselor to develop a career plan which takes into account the labor market situation. Conversely, if the client had not been previously employed, the counselor may opt to administer one of the vocational interest surveys and to explore possible career alternatives with the client.

The second principle guiding the operations of CDS concerns the accessibility of services to its clients. Assessment and related activities are traditionally viewed as a "front-end service." That is, clients usually are assessed for the purpose of obtaining the information needed to make an appropriate placement decision. Consequently, once such a decision has been made, the client exits assessment. In contrast, for clients served by CDS, assessment is a continuing process. Throughout the clients' tenure in CETA, the complete range of services provided by CDS is available. For example, a client may be able to do the work at his/her job placement but not like the tasks involved and be unsure of what he/she might like to do. The client then would likely be referred by the program to CDS for vocational exploration to identify other possible areas of interest before a new job site is found. Or, a client might be doing very well at a job but may be experiencing academic difficulties. This client would also likely be referred to CDS for an academic evaluation.

In addition to these services, CDS staff members help clients to refine, alter, and verify their EEDPs during their participation in CETA programs. In this way, the EEDP can be continually updated to reflect what the client has already accomplished and what remains, thereby providing useful information for determining the client's future placement either in another training program or in a job.

In conclusion, EEPA's plans for E&RC include an expansion of services for participants in all CETA programs. To do this, the services and staffs of existing assessment centers, for example, will function in their neighborhoods as satellite centers of the centralized CDS. The CDS staff, in addition to providing direct services to clients, will also offer technical assistance to these satellite centers. In this way, EEPA will maintain quality of service and ensure coordination among all centers.

CONCLUSION

As is evident from this discussion of EEPA's policies for delivering counseling services, the Administration perceives the guidance function as an integral component of all phases of the clients' experiences in the CETA system. Accordingly, it is difficult to isolate EEPA's model for delivering guidance services to CETA participants from both budget and programs.

NOTES

[1] This figure does not include CETA participants from the Title III Youth Incentive Entitlement Program and the Summer Program for Economically Disadvantaged Youth.

[2] EEPS subcontracts with the Division of Employment Security to provide a range of services, one of which is certification of applicant's CETA-eligibility.

[3] The actual percentage of CETA clients who are economically disadvantaged is 98.6% because one EEPA subcontractor serves only minorities, some of whom are not economically disadvantaged.

[4] Other includes Asian, American Indian, and other races.

The Chicago Model

Josephine Leavy*

JOB SERVICE CETA

Job Service CETA of the Illinois Bureau of Employment Security provides manpower services for the City of Chicago Mayor's Office of Manpower (MOM). The services of Intake, Assessment, Supportive Services, and School Counseling are provided in eleven manpower service units in selected Urban Progress Centers and one Job Service location. Orientation, Job Development Workshop, and testing—Basic Occupational Literacy Test (BOLT) and General Aptitude Test Battery (GATB)—are provided in one central location. The job referral and placement of CETA participants are accomplished by Job Service Wagner-Peyser staff.

Each manpower service unit has a team leader, a clerk, several vocational counselors, and a placement specialist. The orientation and Job Development Workshop staff consists of a supervisor and eight group leaders that alternate between the two sections. The central testing unit is staffed by a supervisor and six test administrators. Participants' tests are scored immediately upon completion of the tests and the results are mailed daily. Generally, test results are received by each service unit within twenty-hour hours.

OBJECTIVES OF THE PROGRAM

As a designated service delivery agent, Job Service CETA provides job training and employment opportunities and other services leading to maximum employment opportunities.

The following objectives have been established to fulfill responsibilities and commitments:

1. To provide intake activities to select and process eligible applicants for classroom training and special job placement services.

2. To provide assessment to determine the applicant's needs, areas of interest, abilities, aptitudes, and barriers to employment. This activity includes testing, counseling, and guidance to assist with career planning.

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*In the CETA Program, time is a precious item. Appreciation is extended to the following staff members who worked diligently to complete Chicago's section of the monograph: S. P. Glickson, Arelen Young, Richard Calkins, Napoleon Duckett, Novella Graham, George House, Ed Sullivan, and Rita Wilson.

3. To provide assessment to select those applicants for training who have demonstrated ability, motivation, performance, and indicate successful completion of the program and readiness to enter the labor market.

4. To provide assessment in order to identify those applicants who do not need, or who are not likely to benefit from CETA activities and refer such individuals to appropriate agencies for service.

5. To provide a meaningful orientation session in order to disseminate information, clarify goals, and to enhance the participants' understanding and performance in CETA activities.

6. To provide school counseling to follow participants' progress, provide counseling and guidance services, and give supportive services.

7. To enhance job seeking skills for placement through job development workshops.

8. To refer job ready participants into an effective Wagner-Peyser job referral/placement process.

DESCRIPTION OF POPULATION SERVED

Job Service CETA Units (teams) are strategically located in high unemployment and economically disadvantaged communities. The participants represent Chicago's "Melting Pot" of the various ethnic groups. The composition of participants are blacks, whites, American Indians, Latinos, West Indians, and East Indians. Blacks, Latinos, and whites are the dominant users of CETA services. The statistics presently show that females outnumber male participants. CETA serves a high percentage of Public Aid recipients.

GUIDANCE SERVICES

Guidance services are multifaceted and include the components discussed below. Intake/assessment, orientation, counseling, school counseling, supportive services, and the job development workshop are all significant parts of Chicago's guidance services.

INTAKE/ASSESSMENT

The main objectives of the Intake process are: (1) to determine client eligibility in compliance with federally mandated criteria, (2) to identify job ready applicants, and (3) to identify potential applicants who can benefit from CETA Services. Participants are greeted at the reception desk and directed to a designated area where the following activities occur.

The group application is designed to disseminate information about what CETA is, its purpose, eligibility criteria, and services offered. During this phase, applicants complete CETA eligibility certification and pertinent application forms consisting of work history and personal data. While applicants are completing data forms, counselors are reviewing data, providing micro counseling, and directing applicants to appropriate agencies for services not available under the CETA program. Job ready applicants are referred to the Wagner-Peyser Job Placement Specialist assigned to the team. Eligible applicants who have been identified as potential participants remain in the group.

These persons receive detailed information about the program, the assessment process, and the various steps that will take place prior to, during, and after enrollment into training.

Participants are given a pre-testing orientation to acquaint them with the purpose of testing and the use of each test as an assessment tool to assist them with vocational decision making.

The Wide Range Achievement Test is administered and the results are discussed with each participant immediately after the group session. During the micro counseling session, the participant decides if he/she is ready to explore his/her academic achievement levels. If the participant states readiness, an appointment is made at the Central Testing Unit. Specific instructions are given and stress is placed on reporting on time. Candidates are not admitted to the test if they are late.

Each participant is assigned a counselor during the group application. The counselor who engages in the micro-counseling session continues to work with the participant as long as he/she is active in the CETA program.

COUNSELING

The assessment process is an integrated part of the total program which is used to individualize services needed and establish employability plans. Counseling is a principal technique used to feedback assessment data and generate content for counseling activities.

Vocational counseling encompasses in-depth exploration sessions to determine the participant's needs, goals, academic achievements, and abilities to arrive at an occupational choice. The counselor and participant become aware of attitudes and behavioral patterns that may become influencing factors in the program. The counselor works with the participant so that an understanding of attitudes is reached and undesirable behavioral patterns are modified so that he/she becomes suitable for acceptance into the world of work. Individual and group counseling sessions are used to obtain desirable outcomes.

A preliminary Employability Development Plan (EDP) is begun immediately after test interpretation. The plan lists steps to be taken to overcome barriers to employment and the supportive services needed. The preliminary plans and goals are specific, pertinent, and attainable in keeping with the participant's needs and employment goal. A definite EDP is formulated prior to enrollment into training or job development. Revision of the plan may occur at any time changes become apparent. An analysis of change is made by counselor and participant to evaluate the most effective solution to the problem.

ORIENTATION

Orientation is the last step of the assessment process. The overall purpose of the CETA Job Service Orientation, within the assessment structure of Chicago CETA, is to reinforce the overall purpose of CETA by reducing the dropout rate and in turn increasing the number of participants who complete training and secure training-related employment in which there is a chance for upward mobility.

The design of the orientation incorporates certain concepts of psychology and counseling—Maslow's Hierarchy of Needs and Reality Therapy. In addition, the design centers on the fact that the participant's perception of CETA is one in which they see it as something happening to them, a perception which tends to lead to a self-fulfilling prophecy of success.

The orientation day begins before the participant ever arrives at the center. It starts when the participant is given an overview of orientation by his/her CETA counselor and is referred with an appointment card listing specific information about the date, time and location of orientation. The appointment card must be presented to the unit upon arrival. Anyone who arrives without the card or at a wrong time or date is referred back to his or her counselor for a new appointment.

The card is important in terms of making the participant responsible for completing a task. It prevents ambiguity as to when and where the participant must report. The participant cannot rationalize noncompletion of the task by blaming some extrinsic cause. The hidden agenda behind the card is to make the participant realize that he/she is responsible for what happens to him/her.

Once the participants arrive, they are assembled in a large room where the facilitators gather basic information about each one's vocational choice for use later in the day. Each participant is given a simple task of completing a name tag to initiate communication within the group. It should be noted that communication within the group is very minimal at this point.

When everyone has arrived, the contract is delivered. It specifies the structure of the day, what CETA expects from the participant, and what the participant can expect from CETA. At this stage the participants are expecting very specific types of information to be related. They are informed that most of the information deals with generalities. This does cause some confusion on the part of some of the participants, but it is a step in the process of making the participant take responsibility for what is happening.

The next activity is a series of mini-lectures explaining stipends, budgeting, rules and regulations, forms that must be filled out, the grievance procedure, and available supportive services. The format of the presentation tries to incorporate as much participant input as possible to generate communication in sharing ideas among themselves and helping the participant internalize as much of the information as possible which is relative to his or her own situation.

The majority of the mini-lectures focus upon the idea of whether or not the participant can really afford CETA. Stress is placed upon the fact that the participant has to make this decision based upon an analysis of his/her personal situation. Limited supportive services are available in meeting some crises in the medical and financial areas. The onus is on the participant to deal with the crises since CETA's help in these areas is limited.

The reason for spending time in this area is based upon past experience of the agency with Manpower programs and the realization that a participant cannot succeed if the basic necessities of survival are not met prior to enrollment in a training program. CETA requires a 100% effort on the part of the participant. Participants need to develop the ability to set long-range goals and to avoid personal problems that will prevent them from striving toward a stated vocational goal.

After the mini-lectures the participants are divided into two groups. The individuals are paired off by the use of a warm-up device (matching food combinations) called an icebreaker. This stage represents the beginning of in-depth interpersonal communication among the participants, the development of group rapport, and the lessening of individuals' fears within a problem solving situation.

After the icebreaker, a series of mini-roles are used based upon previous experiences of counselors on the causes of dropout. After the mini-roles, the group is broken into small groups for discussion. The importance of peer group interaction in solving the problems with which they were confronted is stressed. The morning session ends with a wrap-up by the whole group.

The afternoon session begins with an imaginary trip on various modes of public transportation. The trip familiarizes participants with the transportation system and how to use it. Applicants are encouraged to develop the quickest routes to both training and work sites.

The next stage is vocational exploration during which the facilitators encourage the applicants to verbalize their rationale for selecting the kind of training in which they have originally expressed interest.

This activity results in the participants reaffirming their vocational choice or coming to a realization that they need to do additional research before they make their final decision. This completes the day's session. The applicants have gained new perspectives. Each has, in a peer group setting, reached certain conclusions regarding his/her entry into CETA. Some will have decided that CETA is not the answer. Others will have determined that before CETA, outstanding personal commitments must be taken care of. Others will have had their determination to become CETA participants re-enforced. They will leave the session aware of the sacrifices and responsibilities inherent in their successfully meeting the objective of the program—from training to unsubsidized employment.

ORIENTATION FEEDBACK

The following are samples of comments made by participants who participated in an orientation session.

> "Knowledge of RTA interesting in a sense that it prepared you to get around to a suburban job after training."
>
> "It was good to know what was expected of you in terms of attendance, rules, regulations, etc. This was made plain."
>
> "Everyone spoke clearly and loudly during lectures so we understood. Everyone was pleasant and friendly and made us feel comfortable."
>
> "Was shy when I came down—the structure of orientation broke down my shyness."
>
> "Started us to thinking about how to go about solving the problems that would be confronting us."

SCHOOL COUNSELING

School counseling is an important phase after enrollment into training. The counselor monitors continuously the progress of the trainee by meeting with him/her and school official periodically. An analysis is made of the participant's progress and other factors that may affect the successful completion of training and entrance into the labor market. Students have related that school counseling visits have encouraged them to strive harder to attain goals. School counseling visits stresses the fact that the program cares and one is not forgotten during the training period.

SUPPORTIVE SERVICE ROLE IN CHICAGO CETA

Manpower programs in the past which dealt with vocational educational training of economically disadvantaged people discovered that certain everyday problems which may arise can cause the participants to drop out of training and therefore not develop an employable skill. The programs sponsored by the Manpower Development and Training Act, the Concentrated Employment Program and the Work Incentive Program are several with such past experience.

CETA has incorporated several services in addition to tuition and basic monetary allowance which, though limited, can enable a participant to remain in training, graduate and secure employment. Starting with the beginning of CETA Vocational Training in October, 1974, Chicago CETA has provided limited Supportive Services in the following five areas: Care Fare, Child Care, Medical/Health Services, Aid to First Pay, and Tools/Equipment. The first three of the above occur at the beginning and during vocational training so that certain circumstances do not prevent completion of training. The last two areas are provided at the beginning of employment so that the participant can obtain employment and continue in a gainful vocation. The brief narrative which follows addresses the five areas of Supportive Services.

CAR FARE

One main cause of vocational training dropout is the participant's inability to attend training on a daily basis due to lack of transportation. In urban areas, transportation is in the form of public mass transit facilities. Budgeting is stressed during counseling in prevocational training assessment.

The CETA allowances received during training include transportation funds. However, the new student will not receive CETA allowances for at least the first week in school. If needed, car fare, in the form of Chicago Transit Authority (CTA) tokens can be obtained from the local office CETA Vocational Counselors.

For people on Aid to Families with Dependent Children (AFDC), there is a provision for car fare from Public Aid during the entire training period. These persons do not receive the regular CETA Allowance. An Incentive Allowance of $30.00 per week is provided to all Public Aid CETA participants.

CHILD CARE

Persons entering CETA vocational training are questioned as to whether or not they need child care facilities. If so, CETA attempts to determine if child care has been arranged and hopefully, a back-up to the original facility has been arranged. CETA participants receiving CETA allowances are expected to pay for child care services. In order to help participants start training and continue until they are able to budget their allowances, a temporary child care allowance system is available for new participants. The allowance is calculated on a formula that combines the number of children and the ages of the children. The allowance is added to the participant's regular CETA allowance and has a maximum allowable period of five weeks.

Again, as in the case of Car Fare, AFDC recipients are able to obtain Child Care funding for the entire length of their training from AFDC.

MEDICAL/HEALTH

This service contains several areas. Due to limited funds these areas are provided on an as-needed or emergency basis. They are:

Physical Examinations: Certain types of training (LPN, Truck Drivers, Food Handlers) require complete physical examinations prior to entering training, clinical or extern experience. Occasionally participants become and remain ill long enough for their absence to jeopardize their training. In such instances referral to clinics or hospitals will be arranged.

Optical Examinations and Eye Glasses: When it is believed that a person needs glasses in order to stay in vocational training, an examination will be arranged; and, when necessary, glasses will be obtained for the participant. In case of breakage or loss, new glasses can be obtained. When an ophthalmological evaluation is advisable, such visits can be arranged on a limited basis.

Dental: Emergency dental care will be arranged when needed. The funds available allow only for emergency treatment so as to assure continued uninterrupted attendance in training.

AID-TO-FIRST-PAY ALLOWANCE

Too often an individual referred to a job interview has obtained a job which he/she quits in a short period of time due to lack of transportation or lunch money. In order to avoid such occurances, CETA is prepared to provide a one time stipend to those participants who report their employment and request the Aid to First Pay Allowance. Verification of employment is made by the Supportive Service Unit and payment is made by check from the CETA Payment Unit. CETA does require that the position be training related.

TOOLS/EQUIPMENT

Although traditionally only certain occupations require possession of tools or equipment as a prior condition of employment, it is possible for an individual employer to have special requirements as a condition for employment. Rather than have a CETA trained person turned down because of the lack of certain tools, CETA can provide, within a specified maximum amount, basic tools. CETA requires that the position be training related. The participant signs an agreement that possession of the tools remains with Chicago CETA for a period of thirty days. If, at the end of thirty days the participant is still employed, title of the tools reverts to the participant.

While five areas of Supportive Services are discussed above, it may be wise to become, on a non-financial basis, involved in other areas in order to maintain attendance in training or on a job. Developing resources in social, medical, counseling, therapeutic and other areas is deemed wise.

A final evaluation by the counselor, participant, and school official is completed thirty days before the completion of training to ascertain readiness for entry level employment. If the participant's job seeking skills need improvement or reinforcement, the person becomes a candidate for the job development workshop.

JOB DEVELOPMENT WORKSHOP

The Job Development Workshop continues the basic orientation theme (active versus passive attitudes as a means of controlling one's destiny). Such a theme, incorporates activities and tasks enabling the participant to develop necessary techniques, strategies, and skills to obtain, and retain employment.

The workshop is held for two days with several segments on each day. Each segment is essential to the overall purpose of the workshop and is presented in a logical sequence. The first segment of the sequence is the introduction. It includes a general overview of the two-day workshop and enables staff to obtain basic information from the participants about training, work experience and/or skills that qualify them for employment.

It should be noted that one of the objectives of this first segment is to develop a group rapport by the use of warm-up exercises. The second objective is to provide the facilitators with vital job-related data to be used in conducting the workshop for that particular group.

The second segment identifies sources of job information. The emphasis is on information sharing among the participants, the result of which is a list of different sources of job leads. Manuals are used to present ideas for the group to generate discussion of additional sources not brought out in the original discussion. The hidden agenda for this is that it is the responsibility of the applicant to develop leads and the sharing of information within the group.

The third segment of the Job Development Workshop involves filling out an application or preparing a resume. The emphasis is on positive approaches and proper attitudes toward both the application and the resume. To achieve this goal a manual, group interaction, individual help, and the applicant's own self critique are utilized.

The fourth segment is securing the interview. This is a culmination of the first three segments and provides positive feedback to the participants on the development of essential job attaining skills. The accent is on presenting a positive picture of one's self in relation to the job opening sought.

The fifth segment leads to controlling the interview. (At this point the group has usually developed good rapport which encourages positive interaction). This segment addresses techniques and strategies which the applicant can use to control the interview. Emphasis is on positive language, positive appearance, and intensive preparation which enable the participant to present himself/herself positively and show how he/she can benefit the employer.

After practice interviews are completed on tape recorders, the participants are video taped. The video tapes are critiqued by the facilitators and by the other participants. This activity is very helpful and acceptable to participants because of the cohesiveness of the group. Video taping is a key part of the segment because it allows the participant to have a video as well as an audio image of himself/herself and to reinforce positive attitudes. The participant can readily spot mistakes and take corrective action.

The final segment is the feedback in which each participant expresses in writing his overall impressions and opinions about the value of the workshop to him and how it may help others. It also presents the facilitators with objective evaluation of the workshop and new ideas to incorporate. Examples of feedback comments from clients are:

> "I think the workshop has been very profitable to me as an individual. I have learned more about job interviews than I probably could have learned anywhere.
>
> "It has taught me more about myself and my deficiencies, and how to go about improving them. I learned a little bit more about relating to people by watching how both instructors worked with people and each other. I am sure that I will do whatever is expected of me as far as my job is concerned.
>
> "Thank you for your help."
>
> "I found the workshop extremely helpful—on how to present myself to a future employer. The skills I have learned in this two-day workshop I am sure will remain with me and come in useful not only in applying for a job but obtaining a promotion. It helped a great deal in reducing my fears of an interview and in gaining self assurance. I now feel able to apply for many jobs I couldn't have before. Thank you."
>
> "The workshop is an advantage to one's inner self. Especially in expressing himself—being on video for the first time, I see a lot of negative things I did not know were in me. Now I feel confident or will feel confident when I go for that job."
>
> "The CETA Job Development Workshop has been very helpful and meaningful for me in the following areas:
>
> a. Job Resources Information
> b. Cover letters
> c. Planning stages of "My Job Plan"
> d. Controlling an Interview
>
> I plan to use these techniques in going into the job market and landing that job. Your cooperation has been most appreciated and thanks-a-million."

In conclusion, the Job Development Workshop can be vital to the participants' reaching the ultimate goal, which is employment. Therefore, a significant goal of the workshop is for the participant to develop a sound self help attitude toward obtaining a job. An attitude that will have him/her prepared, thinking positively, and being persistent in a job search campaign.

FOLLOW-UP

Various methods are used to followup participants after training. The most commonly used techniques are telephone calls and questionnaires. Computer printouts of the Unemployment Insurance and the ESAR systems have been used to follow-up participants who have been difficult to locate after completion of training.

Since Aid to First Pay is given for those who become employed within the first 45 days after training, this assistance is an incentive to provide follow-up activities immediately after training. Participants requesting Aid to First Pay provide an immediate source of information on the program's effectiveness.

Follow-up is done thirty days after job placement to ascertain if the graduate needs additional services by CETA or another agency. If additional services are requested and CETA cannot provide the services, the participant is referred to an appropriate agency.

STAFF DEVELOPMENT

A number of in-service seminars have been designed to increase staff effectiveness in the counseling skills. The seminars are planned according to the skills and techniques needed by counselors and supervisors. Counselor, supervisor, and participant input has been useful in determining staff training needs.

Reference materials from the Department of Labor and authors such as Ivey, Egan, Carkhuff, Dyer, Vriend, and others are used to explore counseling models and to assist the counselor in developing an individual model that improves counseling skills and techniques.

Emphasis is placed on the counselor's becoming aware of the skills and techniques that are used to assist the client in using the decision-making process to solve individual problems after identifying what the problems are. Video taping and critiquing of mock interviews assist the counselor in becoming aware of behavioral patterns, skills, and techniques that are effective and ineffective.

The post interview analysis sessions have been well received by counselors. In fact, counselors have learned new techniques of working with difficult participants by observing how peers have coped with manipulations during mock interviews. Peers role play difficult clients with whom they are presently working or whom they have encountered in local work settings.

TRAINING ACTIVITIES AND TECHNIQUES

Each training session is designed to include activites for counselors to practice new skills and techniques. Examples of activity areas are:

1. Communication Skills
2. Identification of Counseling Problems
3. Assessment Techniques
4. Information Giving
5. Pre Test Orientation
6. Test Interpretation Techniques
7. Structuring and Controlling the Interview

8. Initiating the Interview
9. Vocational Exploration Techniques
10. Goal Setting
11. Recording Information
12. Developing Employability Development Plans
13. Evaluation of Client Data
14. Evaluation of Counseling Content
15. Community Resources

The techniques and methods used for staff development are varied. Incorporated into the seminars are:

- Lecturettes
- Group Discussions
- Video Taping
- Role Playing
- Group Counseling
- Staffing Information
- Oral and Written Exercises

SUPERVISORS' DEVELOPMENTAL TRAINING

Good counseling is not accidental but is the result of good supervision. Supervisors must be provided with the necessary basic skills and tools to enable staff to function effectively. Effective counseling is a reflection of good supervisory skills.

SUMMARY

In addition to providing CETA participants with the specialized services of an Orientation Program and a Job Development Workshop, Chicago's Job Service CETA is placing a good deal of emphasis on staff development. Realizing that services are only as effective as the staff members who administer them, counseling staff members are expending energies and talents to develop and implement a training component for guidance services personnel which will not only enhance their skills, but also provide a support system for them as they seek to effectively and efficiently perform their jobs.

The Los Angeles Model

Saundra Hurwitz

INTRODUCTION

In 1978 the City of Los Angeles was chosen as a case study site for the National Center for Research in Vocational Education's study of CETA-based urban adult guidance services. One of the major reasons that Los Angeles was chosen as a case study site is its unique practice of requiring all contractors to provide their own comprehensive guidance services as well as all manpower and supportive services to CETA participants. Many other prime sponsors seem to prefer the centralized outreach, intake and assessment approach. A secondary reason is that Los Angeles represents a multi-ethnic community with many of the inner-city problems found in large urban areas.

The purpose of this paper is to describe how the City of Los Angeles operates its CETA programs and include a description of the guidance services provided to participants.

BACKGROUND

As a result of a notice of intent filed by the Mayor on February 19, 1974, the City of Los Angeles accepted prime sponsorship for a city-wide training and job development program under the Comprehensive Employment and Training Act (CETA) of 1973.

The staff that administers CETA in Los Angeles was originally part of the Mayor's Office of Urban Development. They have special responsibility for CETA programs under Title II—A, B, & C (formerly Title I and Title IV which were previously Title III). Public Service Programs (PSP) previously funded by the Emergency Employment Act had been administered by the Los Angeles City Personnel Department. With the advent of CETA, Personnel retained the day-to-day administration of such programs authorized by CETA Titles II—D and VI.

August of 1977 saw the creation of a new city department entitled the Community Development Department. The Mayor's Office of Urban Development was incorporated into this department as the Training and Job Development (TJD) Division, with its staff becoming full fledged civil service employees. TJD is the third largest prime sponsor, exceeded only by New York and Chicago.

TRAINING AND JOB DEVELOPMENT DIVISION
PROGRAM OPERATION

RESPONSIBILITY AND ORGANIZATION

The Training and Job Development Division (TJD) has the overall responsibility of recommending the goals, planning priorities, and policy and resource allocations of all CETA funded manpower efforts within the City of Los Angeles. In addition, the division has the responsibility of administering and monitoring the day-to-day operations of all City CETA funded training and job development programs.

The monitoring and evaluation of programs is conducted at two levels by TJD. Program monitors are responsible for the day-to-day evaluation of program operators. The staff of the evaluation unit is responsible for overall fiscal audits and program evaluations.

The program monitors are directly responsible for: (1) the timely detection of existing or potential problems affecting the operations of all CETA Title I funded manpower programs in the City; (2) the prompt communication of such problems with recommended corrective action to key decision makers in the Manpower and Training Division; (3) the provision of technical assistance to help contractors effectively serve clients; and (4) the preparation, interpretation and review of all contracts and sub-contracts; property and equipment lease agreements; contract modifications for the Manpower and Training Division. The program monitoring section uses the following processes to implement the above responsibilities:

- Coordinating the proposal review and contract negotiation process for selection of manpower operators.
- Providing manpower program administrators and their staff with the technical assistance necessary for: (1) planning, directing, and controlling their operations, (2) preparing and negotiating contracts, (3) securing and coordinating technical assistance in areas beyond the field of expertise of the program analyst, and (4) completing required contract close-out information.
- Providing key decision makers with an analysis of program operations to ensure that human and financial resources are effectively used to produce the intended results. Special reports and analyses are provided as needed.

The objectives of the evaluation unit are as follows:

- To evaluate whether the Prime Sponsor's stated goals and objectives have been implemented.
- To evaluate the performance of the various agencies contracted to deliver manpower services.
- To identify and recommend to management the manpower functions and supportive services which need to be initiated and/or expanded for the benefit of the target population.
- To conduct on going contract compliance reviews.

- To provide qualitative and quantitative information on program activity (Classroom Training, Work Experience, On-the-Job Training, and Innovative) operations.
- To conduct on-site evaluations of all manpower programs and perform special reviews as deemed necessary by key decision makers.
- To provide management with reports on evaluation findings and recommendations for improving program performance.
- To provide management with a periodic as well as a cumulative summary of program performance. These reports summarize the results obtained through the various program activities and highlight problem areas significantly affecting the ability of programs to deliver manpower services. In addition, the best program practices are identified in order to encourage program development.
- To conduct special program reviews at the request of management.

LABOR MARKET PLANNING AREAS (LMPAs)

Dealing with poverty and unemployment has been a challenge for a city of 2.9 million people living in a 463.7 square mile area. The city unemployment rate traditionally has been higher than county, state and national figures. In addition, city residents represent a wide range of culturally varied citizens with many unique barriers to employment. TJD's approach to solving this problem, as well as to expanding manpower services to all areas of the city, was to divide the city into six labor market planning areas (LMPAs) and to allocate funds to each area on the basis of the area's relative number of persons in poverty, ages 16-64. This design has enabled TJD to provide a locally responsive and geographically balanced allocation of funds.

This approach to the highly varied culture of Los Angeles has been supplemented by a broad ranging affirmative action program that was used by the Regional Department of Labor Office as a model for other prime sponsors to follow.

MANAGEMENT OF ALLOCATIONS

In the Program Year 1977, the city received $37,228,380 in allocations for Title I adult programs, Vocational Education and the Title III Summer Program for Economically Disadvantaged Youth (SPEDY). The Title I and Vocational Education allocations, combined with carry-over funds were distributed to 62 contractors to implement a wide variety of training programs for 18,8I2 City residents. In addition, the SPEDY program served 18,800 youth.

Program Year 1978 saw a dramatic increase in CETA funds for Los Angeles City from $37.2 million to $40.2 million. Over $8 million became available for a youth component.

PARTICIPANT POPULATION

The population served by CETA in Los Angeles is more disadvantaged, less educated, younger, and more likely to have a preponderance of members of minority groups than the city's "overall" unemployed population. Thus, they represent a specialized population with somewhat unique guidance concerns. Based on the TJD June 30, 1978 quarterly summary of characteristics, CETA participants are almost evenly divided by sex (51% female and 49% male). There is a fairly even distribution among the three major ethnic groups in the City, i.e.: Blacks 39%, Hispanics 30%, and Whites 24%. The remaining 7% is distributed among Asians, native Americans, and other ethnic groups.

The vast majority of participants is divided between two age groups with the 22-44 year category containing 44.4% of the total clientele and the 16-21 year category containing 43.7% of the total. Of the remaining participants the majority (6% of the total) falls into the 45-54 age group.

ADVISORY BOARD

The Los Angeles City Training and Job Development Advisory Board (LACTAJDAB) was formed to receive input from a broad spectrum of the community in order to advise TJD, the Mayor, and the City Council on all training and job development funding and policy issues. The 27-member board includes two members of the Los Angeles City Council, representatives of business and industry, labor, local educational institutions, the National Alliance of Business, and the Employment Development Department as well as grass-roots representation by five CETA participants and community-based CETA funded organizations. This year the Board was expanded to 27 members in order to include a Veterans Administration representative.

Through its seven committees (Membership, Area Planning, Evaluation, Proposal Review, Economic and Fiscal, Participant Advisory and Community-Based Organizations) and the full Board chaired by the General Manager of the Community Development Department, staff recommendations are reviewed. The Board then makes its own funding and policy recommendations including those related to participant guidance to the Mayor and the Council.

LINKAGES

As a vital component in effective delivery of a broad range of guidance services and in keeping with the requirements of CETA, TJD attempts to coordinate activities with other city manpower and human service programs to the maximum possible extent. The TJD staff has established linkages with other employment and training entities operating within the City of Los Angeles in order to eliminate wasteful duplication of efforts and to maximize coordination in service delivery. In addition to leveraging non-CETA federal funds, TJD has made special efforts to work with community-based organizations as service providers wherever possible.

TJD works with the Veterans Administration (VA) to establish linkages with the VA/OJT Program. These linkages allow the veteran a transition from a CETA-funded training program to VA/OJT with a VA-approved employer.

City CETA and contractors' staffs coordinate with the County of Los Angeles in order to verify the Aid to Families with Dependent Children recipient status of CETA applicants.

TJD and the State Department of Rehabilitation (DR) have arranged for coordinated services delivery to handicapped individuals. Persons eligible for both programs may receive training and placement through CETA contractors and rehabilitative services, such as hearing aids or artifical limbs, through DR.

Cooperation between the Employment Development Department (EDD) and the TJD program has had a high priority in this fiscal year. This included a special program for individuals who were receiving or were eligible to receive Federal Supplemental Unemployment Insurance Benefits (FSB) or had exhausted their FSB or standard unemployment insurance. Recipients of this program received On-the-Job Training with private-for-profit employers. In addition, EDD supplied TJD staff with up-to-date labor market information. TJD also funds EDD to operate an OJT program and the Regional Director of EDD sits on the TJD Advisory Board.

TJD has attempted to strengthen linkages with the employer community through Employer Information and Resource Fairs and outreach to employers through a speaker's bureau which reaches various professional and business organizations. TJD has formed an employers' advisory committee in an effort to assist in designing programs under Major Employer, OJT, STIP and FSIP. It is believed that this involvement by private industry will increase the opportunity of participants to obtain permanent jobs in the private sector while assisting employers to find and train workers they need to operate their businesses.

Of the total CETA participants, 75.5% are classified as economically disadvantaged with the remainder classified as low income. Also of the total, 26.6% are receiving welfare payments.

Currently, 6.9% of CETA participants are high school drop-outs and only 6.4% are veterans. These percentages will probably rise due to TJD's new programs under the Youth Employment Demonstration and Projects Act and HIRE II. Finally, 10.3% of CETA participants are classified as offenders. The low numbers of drop-outs and offenders being served may be indicative of a certain amount of "creaming" by program operators, probably due to performance requirements. These figures indicate that L.A. City CETA is still serving those in greatest economic need and with specialized guidance needs.

GUIDANCE SERVICES

BUDGET

Prime sponsor policy mandates that CETA program monies be allocated as follows: 60% to participants, 15% to program costs and 25% for program operations. The expense of the guidance services comes from the 25% allocation. Because it is considered an integral part of program operation in a comprehensive system, the guidance function does not have a separate budget allocation in program operator contracts.

OUTREACH AND RECRUITMENT

TJD provides contractors with a non-CETA funded directory of agencies that lists social services, agencies which may perform needed services for CETA participants.

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While the directory has not been updated recently, contractors may phone TJD's public information staff for social service information from a Los Angeles County referral index which is updated regularly.

TJD has developed a Public Information Unit (PI) which primarily responds to calls from the public needing referrals to training and job development programs or from employers needing employees or employers who wish to participate in the On-the-Job Training or Work Experience programs. PI also provides contractors with a directory of CETA funded contractors to assist contractors in making referrals to each other's program, if they cannot serve the needs of an individual participant. PI also supplies the various social service agencies with CETA Directories in order to assist their staffs in making referrals. In addition, PI also provides each participant with a Participant Orientation Handbook.

Next to Public Information, one of the ***major sources of referrals to CETA programs is through the local employment service, called the Employment Development Department (EDD) in California.*** EDD is also responsible for certifying all participants in the city's public service employment program as well as the summer youth program and the HIRE II program for veterans.

In addition, a significant number of referrals are made by the Criminal Justice System, Vocational Rehabilitation, local schools and universities, and local grass roots organizations.

CONTRACTOR LEVEL REFERRALS

Individual contractors are basically responsible for their own outreach and recruitment. This is done through news releases, public service announcements, flyers, leaflets, posters, and brochures. Many contractors send staff members to various social service agencies in order to inform them of training opportunities in the contractors' programs. Some organizations, especially profit-making ones, use paid advertising.

SELECTION—ELIGIBILITY DETERMINATION AND INTAKE

Eligibility criteria reflect CETA's rules and regulations. The minimum determinants of client eligibility for Los Angeles City CETA-funded programs are:

- ***Financial***—All clients must be economically disadvantaged and unemployed or underemployed.

- ***Residential***—The client must reside within the City of Los Angeles and within the Labor Market Planning Area the program is funded to serve.

In order to certify eligibility, the contractor must verify information given by the applicant which pertains to residency and income. The contractor must complete an intake form (designed by the Training and Job Development Division) and maintain adequate documentation of these data in each client's file. In addition, demographic data on the significant segments of the population served by the contractor must also be collected using the intake form.

Selection criteria must not discriminate against any applicant on the basis of race, creed, color, handicap, national origin, sex, political affiliation, age, religious beliefs, or permanent resident alien status. Records of all applicants to the program are maintained on file by the prime sponsor. Reasons for non-acceptance are subject to inspection by the prime sponsor.

As part of the intake process, contractors must ensure that each applicant has been given a full explanation of program goals and services.

TJD has established a uniform system to verify the status of CETA clients with respect to public assistance payments through the Los Angeles County Department of Public Social Services (DPSS). Based upon the CETA client's public assistance status, dependents, and other allowance needs, the appropriate allowance schedule is determined.

In Los Angeles, the intake function is performed by a clerical person who is usually trained on the job. Even though this person has no formal education or training in the administration of tests, he/she usually administers any testing required by the agency and performs the follow-up functions.

ASSESSMENT AND EMPLOYABILITY PLANNING/COUNSELING

The contractor must establish an assessment process which is designed to determine each client's employability, aptitudes, abilities, and interests. The contractor must ensure that all assessment methods lack cultural, ethnic, and sexual bias. The assessment activity is an ongoing function performed throughout the client's involvement in the program.

An Employability Development Plan (EDP) must be developed for each client within two weeks after enrollment in the program. This plan must state the client's projected employment goal, the reasons for choosing this goal, and the activities necessary to reach this goal. The plan must be developed with the active involvement of the client and must be signed by him/her, as well as by the appropriate contractor's staff member, to indicate agreement with its provisions. The contractor must provide a copy of the completed employability plan to TJD. No client can be assigned to an education, training, or work experience component unless this activity has been identified in the plan as necessary to achieve the client's employment goal.

The counselor is responsible for the assessment and Employability Development Plan (EDP) of the participant. Often the counselor is a lay person, (paraprofessional) i.e., one who has a college degree, but no formal training in the guidance field. Salary levels are such that, frequently, trained persons will not accept these jobs. In many cases the counselor is from the local area and matches the ethnic make-up of the participants. A few contractors, such as the Los Angeles Unified School District's Skills Centers, have salary levels that enable them to hire professional counselors.

Each participant is evaluated on a monthly basis by his/her teacher or work site supervisor. The counselors are responsible for reviewing these monthly evaluations as well as the EDP with the participant. This is part of the ongoing counseling program to assist participants in overcoming any barriers to employment that may be identified within the person.

SUPPORTIVE SERVICES AND JOB PREPARATION

In addition to identifying training activities and participants' needs in reaching their goals, counselors must identify necessary supportive and other services such as remedial education and English as a second language. Supportive services are those which are provided to help clients overcome personal or environmental handicaps which affect their ability to participate in the program and limit their employability. Transportation and child care are examples of such barriers.

The need for supportive services is determined on an individual basis as part of the ongoing process of assessment and employability planning. Supportive services are provided only when they are necessary to enable a client to participate in the program or to obtain employment. Whenever possible, the contractors are encouraged to obtain supportive services without cost to their contracts through coordination with, and referral to, appropriate community agencies.

Very often, the counselor provides job preparation for the participants. Job preparation includes teaching job search techniques, appropriate behavior during personnel interviews, resume development, job application techniques, employer/employee rights, work habits, and grooming.

JOB DEVELOPMENT

Toward the end of the participant's training period, the counselor confers with the job developer to give him/her background on the participant so that the job developer can begin a job search in order to develop a job in private industry to match the participant's skill level and interests.

Job development is an ongoing responsibility of the job developer. It is coordinated with other program activities and services in order to ensure timely placement of clients. Job development includes both job solicitation and job creation directed toward meeting the goal of the client's Employability Development Plan and the performance standards stated in the contractor's agreement with the city.

The contractor must develop a system for maintaining complete and accurate job orders, keeping track of referrals and coordinating referrals to a particular job, obtaining prompt feedback on referrals, and verifying the start of employment.

FOLLOW-UP

TJD requires every contractor to conduct a thirty- sixty- and ninety-day follow-up on each program participant to identify such factors as: (1) job placement, (2) job retention, (3) success on the job, (4) salary levels, and (5) employer reaction. Following the ninety-day follow-up contract, the Management Information System (MIS) staff draws a ten percent random sample of all program completers and conducts follow-up for ninety additional days at thirty-day intervals. The main purpose of the additional follow up is to determine job retention rates.

The TJD Management Information System (MIS) is a data collection and reporting tool intended to facilitate decision making at each level of the manpower structure from program operator to the U.S. Department of Labor. The MIS supplies decision makers with the information needed to assess current performance, to detect problems and institute corrective actions, to evaluate the long-range effectiveness of plans and different program options, and to plan alternative program strategies for the future based on performance in the present. Although it is but one of the tools a program manager may have. it is able to serve many of the needs of effective program management.

The MIS has been designed to be of the most immediate benefit to program operators. The program operator is in the best position to identify and respond to program information, both in terms of nearness to the problem and in terms of having first access to the information.

The MIS is useful to the prime sponsor in a somewhat less immediate, though still important, fashion. The prime sponsor is in a position to both respond to relatively current program information with technical assistance and to take the "larger view" of Los Angeles City CETA program operations. This dual use of the MIS is the best means of obtaining maximum benefit for current clients and assuring all Los Angeles City residents of the best possible manpower program.

COMPREHENSIVE DELIVERY SYSTEMS

TJD opted to fund CETA contractors only if they could provide comprehensive manpower training and supportive services to CETA participants. The major reason for this decision was that the TJD staff felt that these methods would provide greater accountability. Upon receiving its first planning grant under CETA, TJD began to study the various referral, intake, and assessment systems operating in the city, especially the one in use by the local employment service under the Concentrated Employment Program. TJD found that there were many problems in this system—the main one being that it was fragmented among several agencies. As a result there was little coordination, duplication of services and, more importantly, a tendency to lose the client. Another problem was that no one would assume the responsibility if a client's training resulted in a negative termination because it was unclear whether the client failed because of poor training or because it was a "bad" referral.

As a result, the city chose to fund each agency to provide its own outreach and recruitment, intake and assessment, counseling, job creation and job placement in addition to Classroom Training, Work Experience and On-the-Job Training. This enables the city to provide a more effective system of tracking participants and enables them to hold each agency accountable for participant success or failure. It also provides for better fiscal accountability. In addition, the system allows a more coordinated delivery system. TJD recently investigated the possibility of centralized intake and assessment for the city's CETA program. It was found that in a city the size and complexity of Los Angeles, the cost would be astronomical as well as extremely cumbersome. Additionally, it would require more administrative dollars to monitor the program. This is not feasible since TJD is presently in the throes of reducing its administrative cost.

Another disadvantage of a centralized system is that there is difficulty in transmitting the assessment information about a participant from the intake and assessment counselor to the manpower agency counselor in a timely manner. In a city the magnitude of Los Angeles with over ninety contractors, it would be difficult for assessment counselors to know all the intimate details of each agency's training program. It would also be difficult to keep up with each contractor's enrollment periods.

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L.A. City CETA contractors use paraprofessional counselors, usually of the same ethnic background and many of whom have had similar life experiences as the participants. This enables the counselor to establish a quick, direct rapport with the participant. This system seems to allow for a reality oriented counseling situation which a trained professional guidance counselor in a centralized system might not be able to attain in the short time period involved in CETA training. The comprehensive system allows the participant and counselor to establish an intimate rapport because the same counselor follows the client from intake to job placement.

Further, the comprehensive system used by the City of Los Angeles encourages peer group counseling and allows an intimacy in the counseling relationship that is not possible with a centralized system. Therefore, the counselor has greater responsibility for the final success of the participant.

Many prime sponsors use a centralized intake and assessment system staffed by professional guidance counselors. This type of system usually results in an assessment process which makes use of statistically valid and reliable testing materials and other data in developing an employability plan for the participant as well as the ability to refer the applicant to the appropriate training agency. One of the problems with the decentralized system is that, at times, the individual training agency tries to fit the client to the training opportunities they offer instead of fitting the agency to the needs of the client.

On the other hand many test materials used by professional assessment counselors are validated on the majority population and are not considered "culturally free." Many manpower program operators have not found these tests to be accurate predictors of success in CETA programs.

It may concluded that in the megalopolis that is known as Los Angeles with its widely varied culture and great distances, the most effective guidance delivery system is a comprehensive, decentralized one. To facilitate the success of such a system, several conditions must be satisfied. First, the counselor in the decentralized system must be provided with and attempt to maintain a comprehensive network of linkages to assure the client appropriate training and the necessary support services. Secondly, a constantly updated flow of accurate information concerning the labor market and training opportunities must be provided by persons charged with that responsibility. Thirdly, effective outreach must be maintained so that potential clients are kept aware of available services. Finally, one of the greatest strengths of decentralization is the close relationship and sense of rapport which may be created between the local, program-based counselor and the client.

CHAPTER 5

The Training Needs of CETA Counselors

Robert L. Frank

Like the song "Love is a Many Splendored Thing" counseling in the CETA program is a many splendored thing. Counseling is praised, or criticized, depending on the vantage point held by the individual. Typical of such views are:

> Counseling is common sense and alternative exploration with active listening. (Boston Program Director)
>
> Counselor's major roles are: (1) to provide immediate "first aid" to students (to fight brush fires); (2) provide skills to resolve issues; and (3) to change attitudes. (Chicago Skills Center Director)
>
> Jobs are structured, individuals must fit the job. CETA clients often need special help or accommodation, but eventually must fit the job. (L.A. Business Leader)
>
> Student's major need is to problem solve. The counselor must facilitate this skill. (Chicago Skills Center Director)
>
> Counselors are paper-oriented, not people-oriented. (L.A. Program Director)
>
> Counselors do little counseling, mostly check attendance. (Boston Program Director)
>
> Counselors should (but don't) assist the transition from training to work.(Chicago Skills Center Director)
>
> Absences are the fastest way to initiate action. (Chicago Counselor)
>
> All aspects of guidance are necessary, but the simpler the better. What is really needed is positive encouragement. (L.A. Advisory Committee Member)
>
> Teachers provide the counseling with support from the counselors. (L.A. Skills Center Counselor)
>
> Trainers must be taught work ethics and have experiences designed to help the individual's motivation. (Boston Advisory Committee Member)

> Counselors are "junior administrators." They are often tied into the decision-making process by controlling the intake of new participants, monitoring their attendance and stipend and doing job placement. (L.A. Skills Center Teacher)
>
> Counselors are oriented to job indentification and development. (Boston Project Director)

(NOTE: Comments cited through the paper were obtained through personal interviews during on-site visits to CETA programs in Chicago, Los Angeles and Boston.)

In one of the few studies available on the CETA programs, the General Accounting Office of the United States (GAO) reviewed the effectiveness of training programs offered by twelve (12) prime sponsors in six states—California, Illinois, Massachusetts, Minnesota, Nevada and Wisconsin. (GAO 1978)

A sample of over 2,000 classroom training participants indicated that none of the twelve prime sponsors met their goals for placing participants in jobs after training. Only 49% of the participants obtained jobs after completing training—many in jobs not related to the training received. About 32% of the sample found employment and retained their jobs for at least six months. A sample of 800 on-the-job training participants indicated 58% completed training and were retained by their employers. About 38% were with their training employer six months after training.

> It appears that participants leaving their jobs because they were not suitably trained or because they were placed on seasonal jobs demonstrate deficiencies in training courses and job development procedures. To a lesser extent, the fact that participants leave their jobs because of personal and family problems, poor attendance, and motivation may reflect on the counseling or supportive services provided during and after CETA participation. (GAO 1978, p. 9)

THE ROLE OF COUNSELING IN CETA

Employment and training services of CETA involve bringing individuals into a CETA program (recruitment and intake), assessing their needs, and developing and implementing a plan to achieve their employment goals. The services provided include assessment, counseling, implementation, placement and follow-up.

After their needs, skills and job potentials have been assessed and matched with available job opportunities, participants are trained and assisted in obtaining jobs. When the person has been placed, follow-up services are provided to check on job success and identify problems which require further counseling or possible changes in training.

Supportive services are provided to participants to assist them in overcoming personal or environmental handicaps which inhibit employability, such as health or child care.

This process is consistent with the purpose of the CETA program which by definition is:

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> "To establish a flexible and decentralized system of federal, state and local programs for job training and employment opportunities for economically disadvantaged, unemployed, and underemployed persons, and to assure that these services lead to maximum opportunities and enhance self-sufficiency for participants." (GAO, 1978, p. 2)

THE CETA COUNSELOR

Labor guidelines define counseling as assisting participants in realistically assessing their needs, abilities, and potential; providing guidance in developing vocational goals and the means to achieve them; and helping participants solve various individual problems occurring during CETA participation.

Often the individual counselor is the primary contact for both the participant and the program. As such, the counselor is often asked to assume a variety of roles, some on a formal and others on an informal basis. The following are examples of such roles:

- A counselor to participants
- A consultant to staff
- An advocate for minorities
- A job developer
- A liaison staff member for other agencies and their training programs
- A labor market specialist
- An accountability monitor
- A clerk of records
- A truant officer
- A "Junior Administrator"
- A public relations consultant
- A dispenser of "work ethics"
- A supportive listening professional

Depending on job functions, many programs do not use the term "counselor." For example, the Iowa Balance of State program assigns the traditional counseling roles to a "Generalist."

> The Generalist is the primary service provider in the Balance of State CETA organization. Each Generalist, functioning as a team member, will assume overall responsibility for the development and execution of individual client employability plans. The Generalist concept integrates into one position the staff functions of traditional employment teams delegating total responsibility for a controlled caseload.
>
> Each Generalist will be responsible for specific client service tasks pertaining to:
>
> 1. Intake and assessment.
> 2. Development of client employability plans.
> 3. Execution of employability plans in accordance with specified schedules.
> 4. Placement and followup (case load).
> 5. Administrative coordination relating to caseload activity.
> (Job Description, Iowa Office of Planning)

Traditional counseling roles in employment areas include intake, assessment, and referral processes. The counselor determines whether the applicant meets basic eligibility criteria and then works with the client to determine occupational goals. Resources and services are identified to help the applicants reach their stated goals.

This form of counseling is widely accepted by CETA programs and in the interest of accountability has a potential danger of defining the counselor's role as one of data collection and attendance monitoring. There was almost total agreement that the fastest way for a CETA participant to get the attention of the counselor was to miss classes or training.

On the other hand, counseling which addressed the individual's personal needs, as they relate to the job training or work settings, is rarely considered within the realm of the CETA counselor. The following are illustrations of concerns rarely addressed in counseling sessions:

- To help the participant cope with the expectations of the training and work environment.
- To help the participant understand the middle class work ethics of the job and deal with the conflicting values which result.
- To help the participant deal with the stresses resulting from cultural differences and potential conflicts.
- To help the participant deal with personal problems which cause him or her to drop out. (A skills center director felt the major problem facing participants is the need to "problem solve" or to face all of the variety of work and personal demands without violating any of your responsibilities. The concept of addressing the most pressing problem to the exclusion of day-to-day responsibilities must be avoided.)
- To help the participant develop work habits to resolve potential work related problems such as relationships with peers and supervisors with confidence.

The General Accounting Office (GAO) study is critical of the failure of the CETA programs to provide this form of counseling.

> "Many participants who failed to complete training or obtain jobs might have been helped in some way. More intensive counseling or referring the participant to other agencies for supportive services could have resolved some problems." (GAO, 1978, p. 14)
>
> "OJT has not been successful because: counseling failed to identify and resolve participants' problems, which subsequently caused participants to leave their jobs during or shortly after training." (GAO, 1978, p. 21)
>
> "Absenteeism and personal problems, which counseling could help resolve, were major reasons for participants not completing their OJT or leaving their jobs within 6 months. For the most part, participants' files did not identify personal problems or causes for absenteeism." (GAO, 1978, p. 26)

COUNSELOR CONSTRAINTS IN MEETING CETA PARTICIPANT NEEDS

Counselors are handicapped in meeting the needs of participants for varied and assorted reasons. The following are among the more significant:

1. Too few of the staff are trained as counselors.
2. Current counselors have minimal or no specialized skills in counseling.
3. Counselors lack skills in working with diverse (ethnically, socially or chronologically) clients.
4. Low salaries prohibit the hiring of professional counselors and often prevent financial advancement within the program.
5. Little or no formal inservice program for counselor skill development exists.
6. No clear definition of counselor role and function.
7. Too much paperwork orientation.
8. The limited attention to the personal needs (values, etc.) of the participant.
9. The rigidity of training programs which denies participants some mobility to other programs.
10. The reliance on program objectives which stress accountability of job placement at the expense of individual development.

COUNSELING FUNCTIONS IN CETA PROGRAMS

While variations may exist between programs, tasks usually found in any job definition of counselors include recruitment, intake, assessment, goal and action planning, counseling, implementation, placement, and follow-up. These functions are addressed in the discussion which follows.

RECRUITMENT

This involves the recruitment of clients into the CETA program, through walk-ins, active solicitation, or by accepting referrals from other programs.

In order to succeed in this role, the counselor should be able to establish meaningful communication with a diverse population and to understand the "street culture." Knowledge about the local community with its various target groups and local business and industry is also needed.

INTAKE

Intake is the process of enrolling participants in the CETA system, determining eligibility and explaining program options.

In order to function effectively in this role, the counselor should be well versed in interviewing skills. The effective counselor is one who can provide the type of service which will meet both the perceived and real needs of the participant. Establishment of the fundamental "caring" concepts of counseling is important at this point.

ASSESSMENT

Assessment is the determination of the participant's strengths and weaknesses which allow the development of a planned program of action to address the individual's needs for further education, training and job placement.

The informed counselor in this role has a working knowledge of both standardized and non-standardized tests. The counselor also has the ability to structure work samples or work experiences as measurements of aptitude and interest.

GOAL AND ACTION PLANNING

Goal and action planning is the development of a specific course of action by the participant in cooperation with the counselor which allows the individual's strengths to be maximized in a training program and/or work experience. Should the individual be unable to complete this plan without difficulty, more in-depth counseling may be warranted.

The counselor functioning in this role is knowledgeable of problem solving and decision making skills. Awareness of the planning process contained in programs such as Management by Objectives (MBO) should be an integral part of the counselor's skills.

COUNSELING

Labor guidelines define counseling as assisting participants in realistically assessing their needs, abilities and potentials; providing guidance in developing vocational goals and the means to achieve them; and helping participants solve various individual problems occurring during CETA participation.

As conceived in this paper, counseling represents the synthesis process in which the individual becomes the critical variable. With heavy attention to accountability, in CETA programs, the concern that counselors should be people-oriented, not paper-oriented, was voiced on numerous onsite visits. This component of the counselor's function addresses this issue.

In order to be most effective in this area, the counselor utilizes a high level of skill in individual and group counseling.

IMPLEMENTATION

Implementation focuses on the continual monitoring, involvement and support offered by the counselor in the participant's training or work environment.

Care must be taken to ensure that major attention is not devoted to the monitoring process. Maintenance of absenteeism records and pay records are poor incentives for establishing congenial relationships between counselors and clients and tend to cast negative feelings upon the participant/counselor relationship. More attention to the positive encouragement and support roles should be stressed.

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To relate in this manner, counselors need to possess skills in dealing with a clientele which is ethnically, societally and chronologically diverse. They should also have the ability to identify a variety of alternatives for each client's situation. Skills in program and personal management are needed in this area.

PLACEMENT

Placement is the activation of the participant's action plan in which the individual's needs, goals and qualifications are matched with a job in the world of work.

To be effective in this role, counselors should have good referral sources in the business and industry community to allow direct communication with the job supervisor. Knowledge of the local labor market, collective bargaining contracts and an ability to communicate with labor unions are vital skills.

CETA programs have often done an outstanding job in this area with large programs often having one or more individuals with full-time positions as job developers. Care should be taken to ensure that these individuals also have a direct participant responsibility to maintain objectivity of the CETA clientele.

FOLLOW-UP

Follow-up is the evaluative process of gathering data from the client and his/her training or work site supervisors to determine the success of the individual participant's experiences and to assess total program accomplishments.

The counselor in meeting this role uses interviewing skills, needs an understanding of data collection and analysis procedures, and the necessary writing skills to communicate findings. Knowledge of various management systems of data control and analysis may be helpful.

Site visits (Los Angeles, Chicago, Boston) indicated that CETA follow-up requirements tend to place major attention on accountability, not the individual. On-site conversations with counselors indicated as much as 40% of the counseling staff's time is devoted to accountability record keeping. Should this function be a major responsibility of counselors, specific training in the area is needed.

CETA programs may structure the counseling functions depending on the philosophy, the area served or the needs of the individual. In some programs, all of the functions may be performed by the same counselor (this is particularly true in some of the smaller or Balance of State programs). In other programs counselors may be responsible for only one or two counseling functions. (This is particularly true of the job development component of the placement function.) Regardless of the program composition, all of the counseling functions must be performed if the CETA participant is to be served.

SELECTION AND TRAINING OF COUNSELORS

Administrators of CETA programs have preferred the person with appropriate experience regardless of academic preparation. Characteristics most frequently identified by project administrators were: (1) the ability to work with and commitment to the clientele, and (2) an understanding of the street language of the clients.

While many counselors have master's and even doctorate level training, the majority of counselors have significantly less educational training. Many counselors have progressed from one federal program to another and have gained their experience in manpower programs often with no specialized training in counseling. For years, the basic requirement for an employment service counselor was a bachelor's degree and 15 hours of social services. There was no experience requirement. On the other hand, some counselors entering from school counseling backgrounds have had little experience with the CETA clientele. Historically, training programs in counseling have been offered at the graduate level and directed either to the school or clinical setting with little attention to the employment or manpower situation.

Counseling competencies specifically related to the CETA environment were developed by Fuller (1973, p. 2) and are cited below:

1. The counselor must demonstrate the ability to communicate effectively with a wide range of clients.
2. He must understand motivators of human behavior demonstrated by his ability to assist clients in understanding the meaning of their own behavior.
3. He must demonstrate an understanding of the unique characteristics of various minority ethnic groups which manpower programs may serve.
4. He must be able to relate his role to the rest of the agency staff with whom he works.
5. He must demonstrate the ability to utilize psychological assessment to assist clients in self-understanding.
6. He must demonstrate knowledge of the labor market and patterns of career development.
7. He should be able to assess the effectiveness of what he does.

This set of competencies agrees quite closely with those espoused by the Boston project director who felt a high commitment to inservice training for his staff.

The following counseling skills should be developed on the job:

1. Facilitating skills
2. Program functioning
3. Career education
4. Job development skills
5. Counseling
6. Group skills
7. Management techniques
8. Interviewing

The Manpower and Community College Counselor Training Program (MCCCP) (1971-73) developed by the Northwest Regional Educational Laboratory and Oregon State University is a departure from the more traditional programs of counselor preparation. The program was based on performance-based criteria in on-the-job settings and permitted open-entry/open-exit of participants. Major areas of training include the following:

1. Counseling techniques (individual and group)
2. Staff relationships and correlation of counseling and administrative functions
3. Client information and referral services
4. Populations served by Manpower Programs
5. Assessment
6. Career development
7. The labor market
8. Evaluation of counseling effectiveness (Fuller 1973, p. 23)

While the Manpower and Community College Counselor Training Program (MCCCP) was a departure from tradition, many counselor education programs have been innovative in training and are in a position to provide attractive alternatives to Manpower oriented counselors. The list below describes a number of available alternatives.

1. Undergraduate programs in counseling available under a human service model.
2. Graduate programs in "agency" settings, specifically designed to meet the need for counselors in a broad based setting.
3. Competency based programs to provide recognition of past experiences in a blend of classroom and on-the-job experience.
4. Utilization of counselor educators as consultants to CETA programs to provide training in specific skills needed by staff.
5. The coordination of counselor educators to facilitate the individual professional development plans of CETA counselors.
6. Utilization of such programs as SAGE (Skills for Adult Guidance Educators) to provide on-the-job self study for counselors. (Northwest Regional Laboratory 1976)
7. Offering specific professional conferences or workshops of interest of CETA counselors.

Alternatives outside the educational setting include attendance at special institutes or training programs offered through business, industry or professional organizations.

The latter's interest in minimal standards for training have had a mediating effect on CETA counselor involvement although the American Personnel and Guidance Association (APGA) maintains at least one division, the National Employment Counselors Association (NECA), for individuals in Manpower programs. The National Vocational Guidance Association is another APGA division which addresses vocational areas of interest. In like manner, both the American Vocational Association (AVA) through its guidance division and the Adult Education Association (AEA) provide interest groups in the area. Formal and informal communication networks are possible through conventions and publications of these organizations. Networks of communication may be established with or through these organizations.

STEPS TO AN IMPROVED PROGRAM OF GUIDANCE SERVICES FOR CETA PARTICIPANTS

To create a program of training for the CETA participant, it is important to recognize the fact that the target populations identified (disadvantaged, unemployed and underemployed) often have a complex pattern of needs which must be recognized in providing training. CETA staff need a level of competence which will allow an in-depth service to the individual participant.

1. Needs assessment data should be gathered from participants which identify major barriers to their day-to-day functioning as individuals and members of society.

2. CETA staff should be informed of the composite picture of CETA participants and develop strategies to address their needs. There is a need for higher level skill development so the counselor can relate more directly to the setting and the population.

3. More attention to the CETA participant should be provided in the following areas:

    a. The development of preoccupational skills such as good work habits, the acceptance of the "work ethic" of the job; the discipline required on the job; and improved communication skills.

    b. Counseling to assist the transition from training to work.

4. While outstanding CETA programs do exist, the program strengths are often the personnel who staff the program. A minimum level of counseling competency for staff would ensure program continuity. This should be accomplished by the following:

    a. Requiring a minimum level of competency in interviewing and communication skills.

    b. Providing a personal development program for each staff member which provides professional development based on program and staff needs. This should include individual reading and self study; attendance at workshops and institutes which allow specific skill development; and in-house workshops for project staff integration and development.

   c. The development of a CETA network which allows the sharing of common interests and concerns.

   d. Facilitating advanced levels of training through participation in professional association meetings.

   e. Attendance at colleges, universities or professional institutes which provide longer term training programs directed toward the needs of the CETA staff member.

5. Closer coordination with and between professional organizations, the Department of Labor, and the Office of Education at national and state levels could provide a composite effort to assist the CETA participants to meet the provisions of CETA legislation.

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CHAPTER 6

Planning a Comprehensive Guidance Center

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Karin Stork Whitson

INTRODUCTION

The need for adult guidance services has been established in the review of related literature and will, therefore, not be discussed again here. Effective guidance services are vital to the success of an employment training effort. Making guidance services comprehensive has potential for increasing their effectiveness. The benefits from providing centralized coordination of the guidance services will accrue to management and staff as well as to users of the services. These benefits are described in the following section.

The concept of providing centrally coordinated comprehensive guidance services to CETA participants is not, at this point, one which is widely practiced in urban CETA sites across the United States. The writers are supportive of the concept of providing centralized coordination of guidance services for CETA participants. Subsequently, this chapter describes the considerations inherent in the creation of such a system. A substantial amount of planning is essential to the successful design and implementation of a center which will provide comprehensive guidance services for CETA participants. Items for consideration during the planning process are numerous. This chapter discusses a number of the significant issues that must be dealt with if the center being planned is to be effective both in the use of resources and in the delivery of guidance services to clients.

The term *center* is used to describe the facility from which the comprehensive guidance services are delivered and should not be interpreted as meaning one such center per prime sponsor. Rather it is anticipated that there would be a number of satellite centers in each prime sponsor with the services provided by each one coordinated through a central unit.

DESIGN

The design of a comprehensive guidance center presupposes the incorporation of the functions of intake, orientation, assessment, information sharing, placement in a job or in skill training, basic education (ABE, GED), job development, job readiness training, referral, evaluation, and follow-up. It is probable that intake will occur in a number of places throughout the city other than at the center. This is already the case in most urban settings and would probably continue even after the establishment of a comprehensive center with clients subsequently being referred from intake to the center most easily accessible to them. The convenience of local intake for most clients will facilitate their entry into the system. A suggested pattern for participant flow through the system is provided in Table 6-1.

The responsibility of a comprehensive guidance center begins with adequate assessment. The purpose of assessment is to provide guidance staff with accurate and realistic information about participants' skills, aptitudes, and interests. These kinds of information will enable staff to counsel participants regarding educational and occupational training as well as to prepare a good employability development plan. In most large urban settings, transportation of participants to the center is of prime concern. In locations where transportation is neither easily accessible nor economic, the center, rather than providing all of the services for all of the clients, may function as a coordination unit and as a model for a number of satellite centers around the city. The satellite centers would provide services congruent with those of the central unit and would be strategically located based on population distribution. This type of organization would provide for replication of services, equipment, methods and techniques, as well as for consistency of organizational style and operational format among the satellites, and between them and the central unit.

The resources of a comprehensive guidance center would enable it to provide the following:

1. An assessment service with the capability of tailoring a test or a battery of tests to an individual situation. The centralized operation normally permits assessors to choose among a greater variety of available instruments from simple, self-scoring tests to complex, prolonged ones, with the cost benefit of avoiding duplication.

2. An information resource service with materials on jobs, firms, government programs, educational programs, available scholarship funds, and skill training programs. There is also the poential of including equipment which allows the Center to provide computerized guidance interaction programs such as DISCOVER and the various state occupational information systems in states where these systems exist.

3. Sophisticated group orientation workshops designed to give participants consistent information regarding CETA skill training and placement options for individuals; stipulations pertinent to stipends and wages; policies and procedures regarding training; the role of job development and job placement personnel; and the location and types of support services available.

4. Job-readiness workshops for participants who have completed or are nearing completion of a training program. These workshops would help the participants develop strategies and skills for making job applications and participating in job interviews. In addition to providing an introduction to internal labor markets and general occupational awareness, the workshops would help participants develop an understanding of work rules and regulations, their roles as employees, and how they fit into the work place.

TABLE 6-1

Comprehensive Guidance Center CETA Participant Flow Chart

INTAKE	ORIENTATION	ASSESSMENT	COUNSELING	JOB READINESS	JOB PLACEMENT	EVALUATION AND FOLLOW-UP
Guidance Center or Satellites	Guidance Center	Guidance Center	Guidance Center	Guidance Center	Guidance Center	Guidance Center
Tasks: 1. Determine CETA eligibility 2. Initiate paperwork	*Tasks:* 1. Explain CETA 2. Discuss work and related issues and problems 3. Assign participant to diagnostician/assessor	*Tasks:* 1. Select test or battery of tests 2. Administer tests 3. Interpret tests 4. Assign participant to advocate/counselor	*Tasks:* 1. Assign to appropriate training program a. Skill training b. Work experience c. OJT 2. Refer to support services as appropriate for identified needs a. physical, emotional health b. learning disabilities c. substance abuser d. legal aid e. adult education (ABE, ESL, reading, computation) 3. Maintain supportive contact with participant and teacher, and teacher, employer, or referral agency contact. 4. Send to job-readiness workshop	*Tasks:* 1. Evaluation job-readiness 2. Provide training in (a) applying for a job and (b) interviewing. 3. Simulate work-site experiences. 3. Simulate work-site experiences 4. Offer strategies for success.	*Tasks:* 1. Develop jobs 2. Provide computer job match 3. Maintain job bank 4. Maintain resource library 5. Provide job counseling 6. Provide job placement	*Tasks:* 1. Monitor participant's progress in training program. 2. Follow-up on participants after job placement as appropriate to CETA requirements.
Process: (Individual) (one to one)	*Process:* Group	*Process:* Individual	*Process:* Individual	*Process:* Group	*Process:* Individual	*Process:* Individual

The media by which these goals can be accomplished include but are not limited to role playing, simulation, problem-solving exercises, and the use of video recording and monitoring. Efficient use of such media is enhanced by centralization of this function.

5. Computer or job bank facilities to be used to match individuals and jobs. This operation would occur in conjunction with the job development and job placement efforts of staff. Because the overriding goal of CETA is to place participants in unsubsidized employment, job development and placement assume an extremely high priority and require effective and continuing linkages with employees and skill trainers who often have excellent contacts in businesses which employ persons with the particular skills they teach.

In planning or in selecting the physical structure in which the center will be housed, it is important to consider the functions which the center will serve. The structure must provide adequate space for guidance personnel as well as for resources. Space must be provided for private conversation and group sessions. It is necessary to ensure privacy for one-to-one counseling situations. In addition to providing adequate physical facilities for guidance personnel, it is incumbent upon center directors to furnish staff with up-to-date materials. It is also important to the effectiveness of the center to help staff stay current regarding assessment methods, guidance techniques, and job-readiness training strategies. Thus, staff development activities, equipment, and trainers become an integral part of the design of a comprehensive adult guidance center and its continued effective operation.

STAFFING

The effectiveness of a comprehensive guidance center depends in large measure on its leadership and support staff. Congenial and effective relationships among staff members at all levels are essential to the delivery of comprehensive guidance services to CETA participants. In addition, linkages with appropriate community agencies which can provide specialized and supportive services must be developed and consistently nurtured if the center is to do its job effectively.

Optimally, the center staff will be comprised of a number of highly diversified professional, paraprofessional, and clerical persons. The broad spectrum of services which the center should provide mandates a wide variety of assistance. The numbers and quality of full- and part-time staff will be controlled in part by local conditions—the manner in which the center is organized; the amount and availability of funding; the pool of potential employees; and the types of programs planned. It is recognized that in some areas a new center may not have the resources for a staff made up totally of professionals. The importance of having a professional designated as the director/coordinator of the Center cannot be overemphasized. Despite the fact that among some administrators and participants, conventional wisdom often justifies the use of relatively untrained, empathic, street-wise persons as counselors, a high ratio of professionals, if not a full professional staff, will certainly enhance program effectiveness and should be a staffing goal. This in no way reduces the need for professionals to gain street wisdom and a thorough understanding of their clientele. The use of paraprofessionals on the guidance staff needs to be dealt with realistically. The possibility of using titles other than "counselor" (e.g., advocate, consultant, aid, adviser, etc.) is worth considering in a situation where staff members are not, in fact, professional counselors.

Because the nonavailability of human and fiscal resources sometimes precludes hiring certified counselors, it is necessary for criteria to be established for use in hiring guidance center staff. Potential staff should be carefully screened for the degree of their client centeredness and street knowledge or ability to establish credibility and rapport with CETA participants. In addition, because of the significance of their roles in referral, job development and job placement, guidance staff members must also be able to establish and maintain highly effective linkages with community service agencies, employers, and educational institutions. Particular attention should be paid to providing effective preservice and inservice education for staff. The absence of an advanced degree or professional certification will certainly not prevent a staff member's benefitting from a training program (preservice and/or inservice) using a variety of techniques which seeks to accomplish the following goals:

1. Promote awareness of CETA philosophy and legislative mandates as they relate to both the national and local scenes.
2. Promote awareness of the history of manpower programs and related legislation.
3. Provide an understanding of how each person in the Center fits into the total picture and how all of their functions interrelate.
4. Make clear statements regarding knowledge and skills required by the various guidance functions. Inform staff of resources available for acquiring competencies.
5. Cross train in order to prepare each staff member to perform a range of functions.
6. Provide training in interviewing for productive inquiry and in group process.
7. Inform staff regarding breadth of occupational possibilities open to CETA clients including nontraditional employment.
8. Provide information about the community as a whole and about the particular client community—taking into consideration characteristics of special constituencies, e.g., substance abusers, offenders, veterans, minority group members, senior citizens. Acquaint staff with effective strategies for helping all of them.
9. Encourage work site research for staff involved in job development; note situations which are unique to certain employers, e.g., seasonal needs of department stores, the complex internal labor market of a large hospital.
10. Provide experience and instruction in networking and utilization of available resources.
11. Provide experience and instruction in advocacy behavior.

Because of the limited amount of time which is available for staff development programs, staff needs must be assessed and training priorities established. The development and implementation of an effective staff development program will ensure that hiring paraprofessionals for the guidance staff will not limit the effectiveness of the center.

EVALUATION

There are two levels of evaluation which can be conducted for a comprehensive guidance center. Formative evaluation is conducted on an ongoing basis and equips staff members with data pertinent to decision making. Consequently the information obtained through formative evaluation is valuable to those who are responsible for the day-to-day operation of the center. Summative evaluation, which can be conducted upon terminatioin of a specific program or at the end of the program year, is helpful in determining the degree to which the center is effective in accomplishing its objectives. It also responds to the constant demands at all levels for accountability. Conducting a useful evaluation study depends to a large extent on including the evaluation design in the initial plans for the guidance center. The design should include plans for periodic and systematic data collection to evaluate accurately the process by which the guidance center delivers services to CETA participants. The design should also enable one to evaluate the impact of the Center on participants. The evaluation plan should include but not be limited to the following components:

- Physical plant (facilities)
- Guidance center administration and staff
- Guidance techniques
- Equipment
- Materials
- Impact on participants
- Linkages with community agencies and employers

Recommended general steps to be followed in conducting an evaluation of a comprehensive guidance center are provided in the following list.

1. Identify the objectives, program activities, and outcomes to be evaluated.

2. Design the procedures for collecting evaluation information.

3. Develop evaluation instruments.

4. Collect, analyze, and interpret evaluation data.

5. Organize and disseminate evaluation results to appropriate persons.

6. Use evaluation data to plan corrective action for the improvement of the guidance center.

7. Analyze corrective action using the above steps.

It may, for a number of reasons, be advantageous at times to use outsiders to conduct the evaluation study. Center staff may lack the expertise and the time necessary to design and implement an evaluation study. Another advantage is that third-party evaluators are not involved with the Center and, consequently, tend to be more objective. They can, therefore, provide a more unbiased evaluation of center goals and objectives as well as the extent to which they have been realized. Even though outsiders may be used to conduct the evaluation, Center staff should be involved in the total evaluation effort to the extent which they can be.

Because the effectiveness of the guidance services center can best be determined through evaluation, it cannot be overlooked during the development of plans for the center. Equally important is maintenance of an ongoing monitoring and evaluation of Center programs and activities. Evaluation that is well planned and implemented will help ensure a program of guidance services that effectively meets client needs, uses resources wisely, and provides significant liaison between the participants and the community.

CHAPTER 7

Establishing and Maintaining Linkages: How Important Is It?

Marilyn D. Jacobson

The Comprehensive Employment and Training Act of 1973 explicitly underscores the principle of establishing linkages by providing for "training *and* other services" which lead to "maximum employment opportunities and enhance self sufficiency." The phrase "other services" is reiterated throughout the Act and is further delineated as services which *enable* individuals to "secure and retain employment at their maximum capacity." According to the law, supportive services which are enabling include health care, medical service, child care, residential support and "any other necessary assistance incident to employment."

The words italicized above emphasize the legislative intent. Training is coupled with other services and not viewed as an end or even a means sufficient unto itself. The services enumerated are those which facilitate a person's transitions not only from un- or under-employed to employed status, but from dependency to self-sufficiency. The law makers built in flexibility by listing several categories of services which might be included but to which implementers need not be limited. The further use of "related services" or services which "complement the work to be done" clarify the breadth intended.

As a result, this Act is the clearest possible statement that training and job placement do not occur in a vacuum and that economic self-sufficiency is part of a simultaneous equation that includes such factors as personal health, family stability, neighborhood safety, educational opportunities and transportation availability. The underlying assumptions appear to be that obtaining and securing a job cannot be isolated from the total configuration of an individual's life and that the personal and societal problems which impede an individual's efforts to be employed must be dealt with concurrently.

CETA combines and attempts to achieve both economic and social objectives. There is concern for the individual's productivity and the nation's. The emphasis on local responsiveness and person-centered approaches is what distinguishes this Act from previous manpower bills. Implicit in CETA legislation is the focus on the enabling process which is allowed to be as vast and as inclusive as necessary to achieve desired goals.

A heavy burden is assumed by Prime Sponsors who must implement the goals and establish policies oriented to the needs of individuals multiplied by all the ways it is possible to be disadvantaged in our society: by being a member of a racial or cultural minority, handicapped, incarcerated, a veteran, an alcoholic, a drug addict, or by having had little or no education. Amelioration of these and a myriad of similar conditions is well beyond the expertise of any single professional or reasonable collection of professionals who would staff a CETA office. Developing linkages with a wide range of service agencies is therefore essential in meeting the explicit and implicit mandates of the CETA legislation.

EMPLOYER

As part of the monumental task to effectuate the transition from government sponsorship or subsidy to self-sufficiency for thousands across the nation, cooperation between private and public sector agencies and institutions has developed in a variety of forms. Since employment in the private sector is the ultimate goal, reciprocity between CETA agencies and private employers is the most critical linkage. The pivot around which interface takes place is the degree of adaptability which must occur. In order for employees to adapt to the job, they must be apprised of work rules and socialized to appropriate behaviors and attitudes. Furthermore, they must overcome frustration, poor work habits, and a history of failure. Employers, on the other hand, must be sensitive to the problems inherent in transition for the disadvantaged person and, if they are to be partners in this social contract, must be flexible regarding scheduling and performance standards to suit the handicapped, the older worker, the foreign born, and learning disabled who might, with patience and additional training, be able to compensate for their deficiencies and become reliable and efficient members of the work force. This requires a corporate shift from a posture based on "managing personnel" to one of "developing potential."[1]

Because the effort to overcome these infirmities is costly to the employer even where buttressed by government programs, employers are understandably reluctant to enter into relationships with CETA programs. Creaming or selecting the best of the available pool of workers increases profitability and is instinctive behavior for a competitive organization. Effective linkage, therefore, is dependent on outcomes that the employers can perceive as advantageous to them. In this regard, employers must be encouraged to look beyond current labor availability to future manpower needs and to participate in a movement to generally improve the work force and the milieu in which their business or industry operates. Since there is no denying the inter-connectedness of industrial stability, local economic viability and the presence of skilled labor, programs that lead to a balanced configuration of these elements can be regarded as economically intelligent.

Where CETA has been successful in orienting workers to the particular job responsibilities of an employer, the employer has benefited more immediately. One example of mutual gain derived from cooperation between a CETA contractor and an employer demonstrates the point.[2] In this case the agency's counselors studied the internal operations of two major local employers—a department store and a hospital. Peak periods of employment were noted. Practices of pre-employment screening, methods of training, and patterns of advancement were observed. In addition, job responsibilities, attitudes considered appropriate at the two sites and work rules (official and unofficial) were deduced. As a result of counselor appraisal of these work sites, job readiness workshops undertaken with clients are tailored to the individual and to the job. The clients of this agency know what it is like to work in the studied environments, what to say and do to be hired and, once hired, what it takes to be promoted. They know enough about the internal labor markets to know where alternative jobs might reside in the organization and how to advance beyond entry-level positions.

EDUCATION[3]

Another constituency earmarked for key linkage arrangements is education. This is somewhat complex in that it must occur in three distinct areas: public schools, community colleges or technical/vocational schools, and institutions of higher education.

Public schools get involved as they make commitments to provide language training, GED and ABE programs, and generally seek to prevent student dropouts. From a more subtle perspective, schools participate by instilling a work orientation and suitable work habits. Meaningful dialogue among schools, CETA and employers can result in more motivated and more realistically prepared young people. If CETA is to be something beyond a holding action for youth, schools and employers need to be consulted regarding the design of training and job readiness programs.

Consider for a moment some examples of interchanges possible as a result of this mandate. A young man, incapable of speaking to prospective employers because his dentures don't fit, regains confidence and coherence when properly outfitted. A middle-aged LPN trainee, once provided with a proper watch and stethoscope, is able to carry out her most fundamental duties. Drug addicts, halfway house residents, wards of the state, and a multitude of other severely limited individuals are assisted (albeit with extra attention, additional monitoring and extended time spans) to function independently and to become self-supporting. The risks are great, particularly for the CETA program in which accountability is measured in terms of job placements, but the potential to salvage some human lives (a goal clearly within the parameters of the law) can make the challenge worthwhile.

OTHER

Among a whole host of "other" desirable linkages, interface with computer programs, media, and community-based associations or coalitions should be mentioned as most critical. Computerized programs (such as Career Information Systems sponsored by the Department of Labor) exist in many states to provide current, locally-relevant occupational, educational and training information. The capacity of these computerized programs for knowledge accumulation and retrieval obviously exceeds that of any counselor. Some computer systems even permit interaction and assist the individual through the process of occupational decision-making.[4] While computer programs represent an important tie-in for CETA, they serve best as adjunct services to the personal assistance offered by trained counselors.

Media linkages are valuable in several ways: as a means to inform prospective participants of the range of CETA assistance programs (methods for applying and rules for eligibility) and incidentally dispelling the myths and misapprehensions that tend to proliferate; as a vehicle for public relations revealing CETA success stories (this can be important where negative publicity has reduced program credibility); as an instructional arm providing preliminary training in language, local geography, consumer awareness, etc.; and as a means of disseminating information regarding local job conditions, training programs, apprenticeship programs, and educational opportunities.

Contact with community-based organizations representing a variety of constituencies that overlap with CETA participation is crucial if targeted populations are to be served effectively. The design of delivery systems improves with knowledge regarding the special characteristics, be they cultural, linguistic or behavioral, of the various discreet groups. Increased mutual awareness of the potentials and constraints operating within the CETA structure and in the community promotes the setting of attainable goals and stretches available resources. Some examples make this proposition clear. Women's groups frequently clamor for expansion of occupational opportunities beyond those considered typically female-oriented. The introduction of non-traditional work training programs helps to resolve that conflict.[5] Associations of certain cultural groups tend to lobby for their own. Organizers of these groups, when invited to participate in the planning process, contribute essential data on culturally-based behavior, ideals and idiosyncracies; this knowledge tends to improve programs, thereby increasing sucess rates.

Coordination is in keeping with the spirit of the 1973 law which was to consolidate manpower programs into a "comprehensive" employment and training strategy. A coherent, flexible national manpower policy was the goal sought by legislators creating CETA, and to this end states are directed to "promote the coordination of all manpower plans in a State so as to eliminate conflict, duplication and overlapping between manpower services." Duplication is only an asset in the private sector where it is a spur to competition and a means of increasing choice. In government, duplication is wasteful and fragments service delivery. Waste of this type is particularly reprehensible during periods of scarce or declining resources.

BENEFITS

Apart from the fact that linkages are stipulated in CETA legislation, cooperation can only be viewed as logical, given current resources and objectives. The scope of the mandate in relation to the funds allocated necessitates the marshalling of all related forces. The major advantage to be achieved through the establishment of systematic collaborative arrangements is the assistance afforded reciprocally. Through the development of quid pro quo understanding, multiple constituencies are benefitted. Training and job orientation or reorientation is a vital dimension in the life process and as such must become part of any rehabilitation process undertaken by welfare agencies. Conversely, obtaining and retaining work is inhibited when health or personal problems intervene. Therefore the merger of the two interests into one holistic concern is essential.

Agencies that cooperate also have the advantage of creating a unified front which adds to their individual credibility and serves as protection in the face of opposition.

Linkages, when operating to the benefit of each and all, prevent costly overlap and duplication, eliminate bureaucratic red tape, and reduce the risks. Where accord has been achieved programmatically and where counselors cross agency lines to assist each other in supporting and monitoring clients, the risk of lowering job placement ratios is lessened.

An obvious but nevertheless noteworthy factor is the increased scope of awareness and assistance techniques afforded through an expansive linkage network. As the staffs of agencies, skill centers, and schools share information regarding clients and techniques for overcoming mutual problems such as participant tardiness, absenteeism and lack of motivation, the job retention rates improve. Furthermore, clients are introduced to a large framework of occupational choice and training options. This is important in view of a tendency for CETA staff to be somewhat constricted in referring participants for training programs because of limited knowledge or custom.

BARRIERS

The case in favor of collaborative relationships is so compelling that the paucity of successful linkages seems incomprehensible. A look at the inhibiting agents furnishes some explanations.

Alluded to earlier was employers disinclinations to hire marginal employees for whom they must adapt their screening, training and promotional policies. The barriers to employer cooperation can be overcome, however, by identifying and providing for business and industrial self-interest.[6]

Perhaps the most serious breach exists between education and CETA. This chasm is the consequence of efforts by both parties to protect "turf." In a sense, the real problem here is that there is an overlapping mission—to train and educate for the marketplace. While preparation for participation in the labor force has not been the single objective for schools, it certainly has been a high priority, at least in recent years. The Education Amendments of 1976 refer to career guidance and counseling meeting the needs of disadvantaged populations (particularly certain targeted populations such as women) in much the same manner as CETA legislation. Efforts to provide for the employability imperatives of youth and adults are enunciated in Title I, Part B, the Lifelong Learning Section, and in Title II which highlights vocational education and manpower programs for women, ex-offenders, handicapped, and non-English speakers. Educators, too, are urged to be sensitive to the needs of the disadvantaged and to develop programs to overcome their liabilities. Many educators view CETA as a massive attempt by the Department of Labor to overtake the functions of education. Ongoing continuing education programs have had to provide for day care, transportation, scholarships, clothing and equipment, health care, family counseling, drug and alcohol counseling, housing and legal assistance and, in so doing in many areas of the country, have constructed their own networks for supportive services.[7]

Interface with CETA means a loss of autonomy if shared or mutual networks are to evolve. Maintenance of parallel systems is unthinkable in the face of dwindling resources; yet cooperation necessitates the forfeiture of some control. Neither party would choose to be co-opted in the transition and each is reluctant to accede to the prerogatives of the other.

Many of the same constraints inhibit cooperation between governmental and private agencies and CETA. Protection of territory, difficulty in relinquishing total control, and reluctance to concede or even to compromise philosophical premises impede productive collaboration.

OVERCOMING BARRIERS

Obstacles are often formidable, but usually not insurmountable. The next step is to consider some strategies for overcoming these barriers to linkage. Fragmented efforts at interaction have been attempted in the face of these constraints. In an effort to consolidate an account of these endeavors, the following compendium of techniques is offered:

1. Informal personal contacts are regarded as the key. By developing personal relationships, a climate for exchange is enhanced.

2. Coordination is possible after a period in which knowledge of the internal structures is shared and analyzed for points of agreement.

3. Articulation can further be improved through the development of compatible forms for transmitting data. Collecting and reporting information in a manner useful to both parties will satisfy, possibly even surpass, the requirements of each sponsoring agency.

The first links required for successful partnership are usually activated by personal contacts and, on a larger scale, the establishment of referral networks. In cities and towns where CETA staff is composed largely of those who worked in MDTA and other manpower programs, the existence of informal and personal networks is most prevalent. There is concern, however, that with expansion and inevitable job turnover, the second generation of CETA specialists might emerge without these connections. To compensate, a portion of CETA training for staff should include a rationale for networking and possibilities for acquiring and honing skills of this kind. Perhaps an even more fundamental component to CETA staff training would be to provide detailed knowledge of the law and an awareness of the legislative intent. Of course, once on the front lines, the press of work supercedes the abstraction of linkage unless the job is perceived to be made easier; that is, if channels of information are unclogged, red tape is eliminated, and people are able to be processed more humanly.

Compiling social service directories is one method of cataloging and making accessible to all potential users' names, addresses, and contact numbers of supportive agencies. Such directories are available in several cities and are in the planning stages in others. A directory accomplishes several objectives: it provides information, promotes linkage, reveals gaps in services, and helps to avoid creation of duplicative services.

In addition, social service task forces have been established by some CETA prime sponsors to facilitate networking and to consolidate those service activities which most directly impact on CETA.

CONCLUSIONS

By its very nature, CETA behaves as an intermediary or linkage agent. Due to the breakdown of informal support systems for large numbers of persons, CETA legislation calls into being an elaborate formal mechanism to enable self-sufficiency through access to work.Figure 7-1 diagrams these formal and informal relationships.[8] For the disadvantaged person, government intervention is often the only means for insuring labor market entry. The goal of the Comprehensive Employment Training Act is to temporarily buttress the disadvantaged while providing training and working experience. According to legislative inent, CETA participants are ultimately supposed to be self-initiating and capable of mobilizing resources for themselves.

Notes

[1] This concept is developed in Samuel Burt and Herbert E. Striner, *Toward a Greater Industry and Government Involvement in Manpower Development*, 1968.

[2] This exemplary program, sponsored by CETA, operates in Boston, Massachusetts.

[3] The author is indebted to Angela D'Aversa for her assistance in this area. Her forthcoming dissertation examines the linkages between CETA and community colleges.

[4] DISCOVER, SIGI, GIS and Eureka are computer-based career counseling systems developed to make possible an interactive dialogue between person and computer. Occupational information and guidance are provided.

[5] CETA sponsored programs offering training in non-traditional occupations include "Non-Traditional Job Opportunities" at Lower Columbia College, Longview, Washington, and "Non-Traditional Occupations for Women" in Boston, Massachusetts.

[6] The Chicago Alliance of Business Manpower Services (CABMS) is an illustration of effective interaction. CABMS receives funds under CETA, Title I, to develop O.J.T. contracts. For other examples of "Private-sector initiatives for the Hard-to-Employ" see David Robinson, *Training and Jobs Programs in Action*, Committee for Economic Development and Work in American Institute, Inc., 1978.

[7] See Harold Beder, "Developing an Adult Education Program Through Community Linkages," Adult Education Association, 1977.

[8] Appreciation is expressed to Professor Frank H. Cassell and Dr. Ronald C. Rodgers for permission to use their schematic for describing interrelationships. For further expression of their ideas regarding labor market intermediaries, see "The Public Employment Service as a Labor Market Intermediary" published by the National Commission on Manpower Policy, 1977.

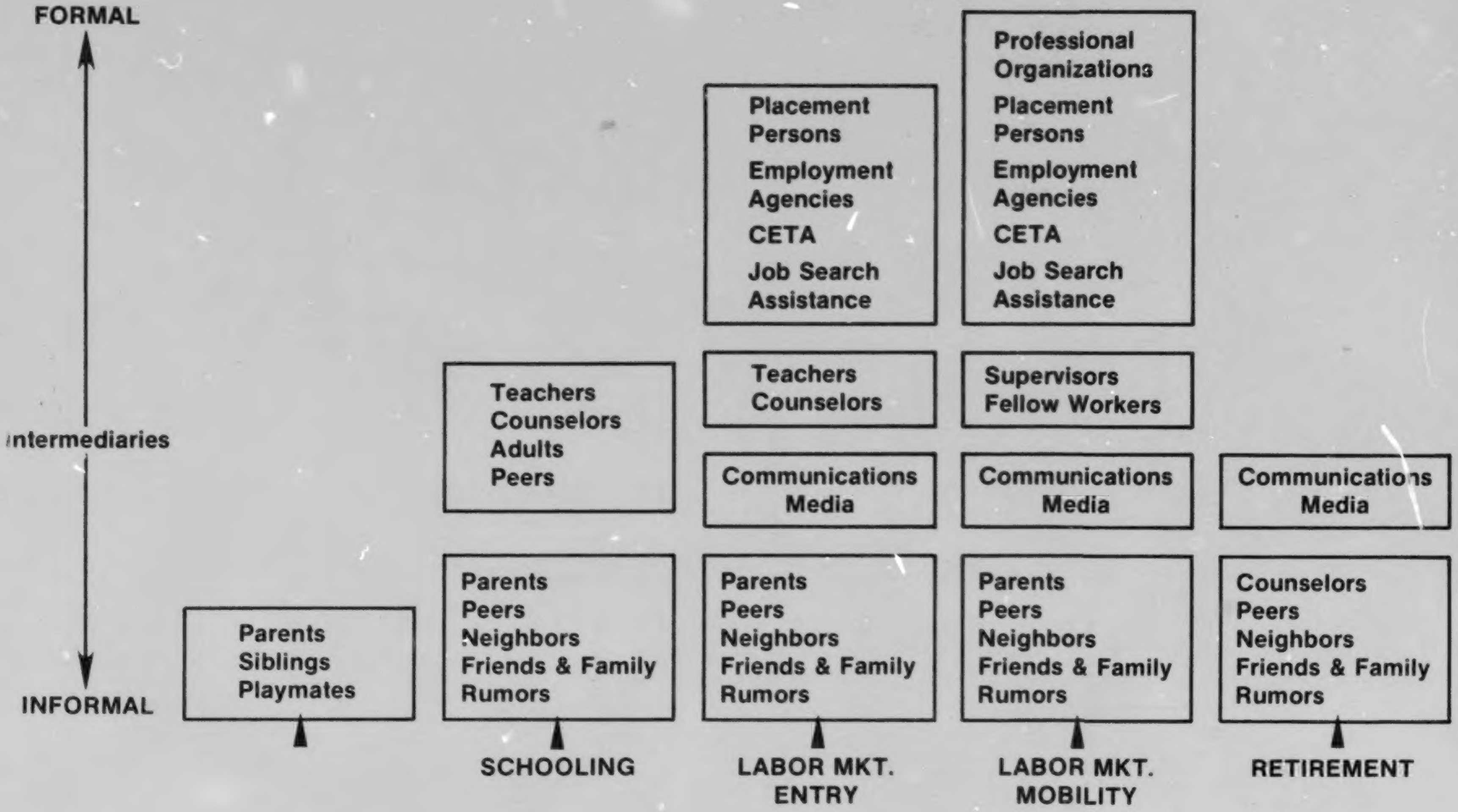
FORMAL
Intermediaries
INFORMAL
Parents
Siblings
Playmates
Teachers
Counselors
Adults
Peers
Parents
Peers
Neighbors
Friends & Family
Rumors
SCHOOLING
Placement Persons
Employment Agencies
CETA
Job Search Assistance
Teachers
Counselors
Communications Media
Parents
Peers
Neighbors
Friends & Family
Rumors
LABOR MKT. ENTRY
Professional Organizations
Placement Persons
Employment Agencies
CETA
Job Search Assistance
Supervisors
Fellow Workers
Communications Media
Parents
Peers
Neighbors
Friends & Family
Rumors
LABOR MKT. MOBILITY
Communications Media
Counselors
Peers
Neighbors
Friends & Family
Rumors
RETIREMENT

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Figure 7-1. Intermediaries Vary in the Worker's Life Cycle

PART II

Perspectives on the Role of Cooperative Relationships among Agencies in Improving the Delivery of Guidance Services to CETA Participants

CHAPTER 8

National Alliance of Business Perspective (The Private Sector Initiative Program: The Key to the Emerging Partnership Between Business, Government, Education and Labor)

Fred Wentzel

BACKGROUND

More than sixteen years ago, the federal government made the first significant step in the direction of developing a national policy on training and retraining the unemployed and underemployed people of this nation. That first initiative was the Manpower Development and Training Act (MDTA), which provided public funds to operate programs to retrain workers who had been put out of work because of technological changes running rampant through the American economic system.

During the Great Society years of the Johnson Administration, MDTA evolved into a general purpose training program for both technologically unemployed persons and structurally unemployed individuals, the latter being composed of millions of unskilled, poorly educated individuals who were, and are now, unable to qualify for jobs in the private business sector. These training programs generally were designed and implemented by public sector groups such as Community Action Agencies and educational institutions which contracted with the U.S. Department of Labor. Other programs were offered by the Office of Economic Opportunity, operating under the Economic Opportunity Act, considered by most observers to be the keystone of the Great Society Programs. The focus of these early efforts was community involvement and direct participation by the poor and their representatives in the development and operation of training strategies. Little effort was made to involve the private business sector, organized labor, or local government in the decision-making process.

In 1968, two separate organizations were established to represent the business and labor points of view in the manpower area. President Johnson, Henry Ford II, Paul Austin, Harold Geenen, John Harper and several dozen other business leaders founded the National Alliance of Businessmen (NAB) to act as the principal marketing arm for the U.S. Department of Labor in generating business involvement in MDTA programs for the unemployed poor. The other group was the Human Resources Development Institute (HRDI), which is affiliated with the AFL-CIO and represents the union movement in developing and conducting training programs for unskilled workers and unemployed Americans. Both NAB and HRDI worked their separate sides of the manpower "street" during most of the late 1960s and early 1970s, cooperating only once when they developed a "buddy system" program.

NAB, HRDI, local school systems, local employers, local unions, and community groups each tended to try to solve the unemployment problem as they individually saw it, acting semi-independently at the local level between 1968 and 1973. Some headway was made in various communities across the country. NAB, for example, was able to persuade over 100,000 employers (mostly those employing more than 100 persons) to voluntarily hire and train more than two million unemployed poor individuals. HRDI developed training programs for hundreds of thousands of underemployed and unemployed individuals. Scores of school systems operated Neighborhood Youth Corps Programs to introduce hundreds of thousands of economically disadvantaged youth to the world of work. But, all these efforts occurred in an atmosphere of non-communication. This in turn produced considerable duplication of effort and spinning of wheels with the poor clients being trained for unmarketable skills or being placed in jobs which were temporary at best (and the first to disappear when the economy went sour).

COMPREHENSIVE EMPLOYMENT AND TRAINING ACT

Sensing the frustration that was building in the cities and counties of the nation, the Nixon Administration proposed to transfer control of manpower programs to local governments. In 1973, the Congress passed and the President signed the Comprehensive Employment and Training Act (CETA) transferring decision-making control over federally supported employment and training activities to "local prime sponsors." A hallmark of the CETA system was granting control of program planning and implementation to local program sponsors selected by chief elected officials in more than 450 local and county jurisdictions. Prime sponsors were given the latitude many experts thought was essential for more effective program planning and operation, and they were required to appoint Manpower Planning Councils composed of representation from all segments of the community to advise them on program needs and priorities.

Manpower Planning Councils

The introduction of the Manpower Planning Council concept to the employment and training area represents the first major step to include "broad-based community leadership" in the decision-making process of the manpower system. Unfortunately, many local chief elected officials stacked the Manpower Planning Councils with political appointees who represented voter interests rather than employment interests. The average Manpower Planning Council consisted of twenty appointees, two or three of whom came from the "private employer" community. In far too many instances, the "business" representatives were political confidants of the mayor or county supervisor and were not major employers within the community. A business point of view thus was lacking in the deliberations of most Manpower Planning Councils. Organized labor also was given—on the average—one or two token positions. Thus, both business and labor were in very weak positions to influence the establishment of program priorities on the average Manpower Planning Council.

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Public Sector Employment Emphasis

This absence of business or labor input in the deliberations of Manpower Planning Councils, and therefore on prime sponsor employment and training priorities, resulted in a heavy weighting of programs on the side of *public sector* employment and training activities. This is most glaringly seen when reviewing total dollar allocations under CETA over the last four years—more than 95% of all outlays was devoted to *public sector* employment and training programs, and less than 5% was used to underwrite the costs of private employers who agreed to hire and train the unemployed poor under CETA contracts. Some justification exists for this imbalance in 1974 and 1975 when the economy was in a period of severe depression and public sector jobs were the only jobs available for millions of people. Nevertheless, prime sponsors should have endeavored to extend the CETA program to private employers as a means of inducing small employers in particular to hire and train unemployed individuals as the economy began to recover in 1976 and 1977.

Few prime sponsors, however, moved in this direction. Those who did found smaller employers ready and willing to participate in CETA programs because the incentives offered by prime sponsors were sufficient to cover the extra costs associated with training unskilled workers. Tens of thousands of underemployed and unemployed individuals were brought into the economic mainstream by private employers participating in CETA programs in Chicago, Louisville, Cleveland, Long Island, Boston and Worcester, Massachusetts. In these communities, NAB and local private employers worked closely with local governments in developing "workable" employment and training programs. Private employers who otherwise would not have been able to take on untrained, unskilled people thus were able to participate in CETA programs.

Linkages

Under stimulus from the U.S. Department of Labor, some headway has been made in establishing local linkages between business, government, labor and education following the enactment of CETA each year. While not many political jurisdictions have developed a system of viable linkages, there have been a number of successes to demonstrate that these major groups within the community can be brought together to work on programs that will enable unemployed, poor individuals to qualify for private sector employment.

NAB and HRDI have demonstrated that business, labor and local school systems can work together effectively in developing and supporting summer Vocational Exploration Programs (VEP) in over sixty cities. In summer 1977 and 1978, NAB and HRDI jointly sponsored programs that provided vocational exploration experiences for over 6,000 needy and handicapped youth each year. In the future, many prime sponsors will look to private employers, unions, and local education systems to participate in these CETA sponsored vocational exploration program efforts. Where prime sponsors are willing to actively involve these major institutions in local manpower development programs, VEP, and other similar private-sector programs should prove effective in preparing untrained and unskilled persons for entry into the job market.

Private Sector Initiative Program

The successes recorded in adult on-the-job training (OJT) programs as noted above and the ready acceptance of VEP in many communities suggest that the concept of public-private partnerships will take hold and begin to flourish under the newly enacted Private Sector Initiative Program (PSIP), which is provided for in Title VI of the revised CETA legislation.

PSIP was introduced by President Carter to encourage greater private business sector hiring and training of hard-to-employ persons lacking job experience and marketable skills. PSIP will provide local business leaders with an opportunity to shape local manpower plans and develop local employment and training programs through service on Private Industry Councils (PICs), appointed by local prime sponsors. PSI also will provide, initially, $500 million to underwrite the costs of private employer employment and training programs approved by local PICs. (The Congressional authorization for PSIP for FY '79 is $500 million; however, as of November 10, 1978, no appropriation bill had been acted upon by Congress.)

The specific problem the Carter Administration hopes to address through PSIP is that of "structural unemployment." a form of unemployment that affects approximately 5 million Americans. [Nearly 2 million individuals counted among the unemployed by the Bureau of Labor Statistics (BLS) are structurally unemployed. An additional 3 million or more individuals who have lost hope of ever finding permanent jobs have stopped looking for employment and thus, are not included in BLS figures on the unemployed who are actively seeking employment. They constitute, however, another segment of the nation's structurally unemployed group.]

Lacking jobs, employable skills, and ready means to acquire job skills, structurally unemployed individuals are a lost generation of Americans living outside the social and economic mainstream of the nation. They pose a challenge to the institutions of our society. That challenge involves finding ways and means to provide the structurally unemployed with permanent jobs and the hope of escaping the poverty cycle.

In proposing PSI, President Carter hopes to gain the support of the private sector in meeting this challenge and reversing the trend towards government control of employment and training programs. By giving local business leaders a voice in shaping local manpower programs and utilizing CETA funds to hire and train hard-to-employ persons in the private sector, the Administration believes employers can be offered incentives to employ hundreds of thousands of people who normally would remain outside the adult labor force.

Since more than 80% of the jobs in this country are located in the private sector, private employers must be involved in making decisions affecting the hiring and training of people being served by local CETA programs. The PICs established under PSIP will provide business leaders in more than 450 jurisdictions with the opportunity to influence local manpower planning, and, ultimately, the way in which more than $11 billion in CETA funds are being spent by CETA prime sponsors.

Possible Benefits

The anticipated outcomes of PSIP will certainly benefit the unemployed poor for whom it was designed. However, benefits of the program will also acrue to employers and to the community as well.

Clients

Unemployed, poor individuals (those persons generally classified as "structurally unemployed") have been the last to be considered for employment in the private sector, for they have the least to offer in terms of experience or skills. In most instances, these individuals are unfamiliar with the rules of the world of work and may lack the motivation needed to become productive workers. Work experience gained by the unemployed poor in public sector employment and training programs, generally, has not prepared them for the rigors of the private sector job market.

For disadvantaged individuals accepted into employment and training programs funded with PSIP resources, there is the promise of pre-employment orientation, personalized counseling, remedial education and basic instruction in the rules of the work place, i.e., vestibule training. Experience gained in MDTA funded, high support training programs in the period 1968-1973 indicates that persons who are offered these pre-employment services, as well as OJT, have a better than 53% chance of staying on the job in the private sector. While little was done under CETA to provide high support services for unskilled, unemployed persons, PSIP holds forth the promise of providing the supportive services that are so essential for survival in the private sector job market. As private employers and program operators make use of the high support elements of PSIP, greater numbers of unemployed, poor persons can be expected to cope with the challenge of the work place and find permanent, productive employment therein.

Employers

Private employers will also benefit from use of PSIP resources for training unskilled poor persons for private sector jobs. Should extensive use be made of pre-employment orientation and training and OJT, existing high turnover rates in high-labor intensive industries employing low and semi-skilled workers could be reduced, thus reducing employer labor costs. This in turn could result in increases per capita productivity, unemployment compensation experience rates, and ultimately the profit picture of these companies. Employers participating in PSIP funded programs for needy youth will have an opportunity to establish an on-going dialogue with education, labor, and government executives concerned with career development and work experience programs. In many communities, employers are entering into collaborative relationships with local school systems with the result that private employer interests and concerns are given priority consideration by school officials responsible for career education programs. As an example, joint business-education committees are sharing ideas and concerns about the content and objectives of school-to-work Consortium Program sponsored by the U.S. Department of Labor in twenty-five jurisdictions during the last two years. Private employers, thus, are being afforded new opportunities to participate in local deliberative bodies responsible for planning and implementation programs that will enhance the employability of students upon completion of their formal selection.

Community

Unemployed persons able to gain permanent employment in the private sector through the use of PSIP resources will provide the community with a significant return-on-investment: more heads-of-household will be involved in gainful employment which should increase consumer purchasing power; the number of individuals receiving welfare and other public assistance services will decrease, thereby providing some welfare cost savings to the public; and, local, state and federal tax revenues should increase as the number of previously unemployed individuals move into full-time jobs in the local business community.

The institutionalization of business-labor-education cooperative efforts at the community level should result in more effective career-oriented educational programs. It also could raise the competency level of high school graduates entering the work force by providing students with timely information about job possibilities in the local labor market. Ultimately, it may reduce high school dropout rates and the resulting flow of untrained, inexperienced youth into the job market.

CHAPTER 9

United States Department of Labor Perspective

Oscar Gjernes

INTRODUCTION

Few of us today can vividly recall the long lines of the early thirties. These were lines of men and women waiting for the food being distributed to those who were unemployed and out of funds. There were no special programs for welfare recipients, no unemployment insurance for the unemployed, or other kinds of subsidy for others without income.

The boom of the late '20s had burst with the crash of the stock markets, the overextension of credits, the great margin stock buying, and scandals such as Tea Pot Dome. People were losing their homes because of inability to make mortgage payments; farmers had no place to dispose of their produce.

Young people were either quitting school to help support families or were living at home because there were no jobs available. Unemployment was high, how high no one really knew, but it was higher than at any time since statistics have been gathered.

From this chaos, Congress began a vast series of programs. Some programs were established to provide immediate aid to people, others to insure against a recurrence of the times when banks closed and thereby wiped out lifetime savings and destroyed hopes of thousands of working people.

One of these pieces of legislation resulted in the Wagner-Peyser Act of 1933. This act established the federal and state systems of public employment offices to serve men, women, and "juniors."

Today the need for an effecient system to aid in the transition from school to work is greater than ever. Jobs are rapidly becoming more specialized and technical in nature. This fact also complicates the job search. We all recognize the fact that idleness is expensive and nonproductive. Each day of unemployment costs society, business, and the community dearly. The need for a closer working relationship between education facilities, business, employers, and the employment services is becoming more acute daily. High cost of services dictates a reduction in duplication of and proliferation of services.

During the past forty years, occasional attempts have been made to cooperate and coordinate efforts. This paper will discuss a few. Time and cost will not permit for long, however, a continuation of "off and on" efforts which characterize the current programs. This paper will briefly describe several cooperative efforts which have successfully impacted on the school to work transition.

THE NEED FOR COORDINATION OF SERVICES

In 1968 a joint statement of two divisions of the American Personnel Guidance Association, the National Employment Counselors Association, and the American School Counselors Association stated in part:

> "The American School Counselors Association and the National Employment Counselors Association reaffirm the concept that one of the primary objectives of counseling, placement and education agencies is to provide services which will promote the development of an individual's potentials which in turn will help to insure maximum manpower utilization. The contribution of all public and private agencies is essential to the achievement of this objective. The two institutions in the Community most directly concerned with the achievement of this important objective are the local schools and local Employment Services offices of this nation."

An individual's vocational success, satisfaction, and effective contribution to the economy depend upon the soundness and wisdom of choices that are made from among the many options. No clear line can be drawn between choices made on leaving school and those that continue through one's subsequent work life. Constant changes in the labor force make increasingly clear the fact that occupational adjustment is a lifelong process. The above summary statement includes the hope that the guidelines would stimulate practices and serve as a basis for developing cooperative arrangements in meeting the needs of young people.

The guidelines, while primarily geared to youth and entry workers, recognize that counseling, placement, and training are continuing for many and may well extend throughout their lifetimes. Changing occupational structure will require increased attention to educational and vocational counseling and training.

The strongest sanction for cooperation between public schools and the employment service is the legal and moral obligation of each agency to provide services which promote the optimum development of individual potential. A legal basis exists in legislation including the Vocational Education Amendments of 1968 and the implementation of Section 134 of the 1976 Amendments. Schools have broad responsibilities for both guidance services and training. State employment services have the legal responsibility to furnish placement and employment counseling services to ". . . men, women and juniors who apply for such service and are legally qualified to work."

EXAMPLES OF COOPERATIVE ARRANGEMENTS

Relationships between school authorities and employment offices should be flexible enough to allow for variations in facilities and funding. The examples of school-employment services-community programs which follow are by no means all inclusive nor are they intended as models; they are excerpts from reports received from various state employment services agencies and are intended to illustrate a few successful efforts.

WISCONSIN

Wisconsin has projects scattered throughout the state. These pilot projects are a highly cooperative venture between the Wisconsin Department of Public Instruction's (DPI) Bureau for Career and Manpower Development; Wisconsin Department of Industry, Labor and Human Relation's Job Service (JS) Division; and the University of Wisconsin's (UW) Center for Studies in Vocational and Technical Education. This DPIJSUW consortium was established out of concerns for the high school early-leaver or graduate who is attempting to enter the labor market.

Funding for the project comes from a variety of sources. DPI is funding its part from the Federal Vocational Education Act funds. JS is funding the placement aspect of the project from ES grants. The UW, which provided the model, is funded by a U.S. Department of Health, Education, and Welfare, Office of Education grant. Additionally it should be noted that the UW is providing some funding for printing of employability developoment materials for the project out of the Wisconsin Occupational Information System (WOIS) which is funded by the U.S. Department of Labor.

The fifteen projects serve 57 schools. Three projects involve only one high school each. One project covers eleven high schools. Most projects average three to five schools. Some projects have more than one Job Service Specialist assigned, and two projects share one Specialist. The geographic make-up of the projects varies considerably, from a strictly urban setting in Milwaukee and Racine, to a strictly rural one in Rock and Eau Claire counties. The projects have proved to be so successful that three local offices now operate self-generated projects funded by CETA Title III. The number of students currently participating in this effort is about 12,000.

Functional Aspects of Each Project

In each participating high school, a "team" is formed. That team consists of a Job Service Specialist, a high school guidance counselor, a local Vocational Education Coordinator, and in some instances, an interested educator. The team is responsible for assisting in the school's career education program, training students in job-seeking skills (employability development), career counseling and job placement activities. Career education assistance is rendered in the form of sharing information and lending team expertise to vocationally oriented classes and programs such as CAPSTONE, DECCA, business education, and trades programs.

Job search assistance is a comprehensive and integrated effort by the team. Students are trained in the fine points of preparing a resume, filling out job application blanks, and interviewing properly. Also covered are such things as grooming, handling discouragement, and learning what employers expect when hiring and when employees are working.

Career counseling is again a team effort. Labor market information and job bank summaries from the Job Service combined with the guidance counselor's knowledge of the student's aptitudes, interests, background, and high school course material lend excellent career guidance to the student.

Job placement activities are also a joint or team effort. The Job Service Specialist does the bulk of the registration and job referrals. The Job Bank is utilized along with job orders received by local team members. Employer contacts, media coverage, mailings, brochures, and flyers are generated by the team. Many schools have career education programs that call for part-time job placement. In addition, it should be noted that Wisconsin has been granted permission to start a Work Experience and Career Exploration Program (WECEP) by the U.S. Department of Labor. Many local high schools are starting WECEP for 14- and 15-yearold students, and the teams are expected to be involved in this program perhaps by coordination and/or development of worksites. Most job placement activities during the school year are of a part-time nature. After graduation, a concerted effort will be made to place all participating students in suitable work.

Each team is under the auspices of a local advisory committee generally consisting of at least one member of each of the following: business, labor, education, parent, student, school administration, local Job Service Management, civic or community leader and others as appropriate. Team members may be exofficio members of the advisory committee.

NEW YORK CITY

The New York City Joint High School Program was designed to help seniors decide on the best field of work and to obtain promises of definite jobs before they left school. Thus, the graduates would be helped to bridge the gap between school and work—a gap which has engulfed so many graduates in job hopping and frustration.

Efforts to serve in-school youth date back to 1929. In 1950, a counselor was assigned to spend one day a week at several schools to register, counsel, and refer the seniors. In September, 1956, the project was expanded to five counselors assigned full-time to cover ten schools. In 1975, counselors and interviewers were stationed at 46 public academic high schools and five vocational high schools.

Functional Aspects of the Program

The counselors and interviewers work at the school to which they are assigned, and report to headquarters only during school holidays and for conferences and training.

To estimate the workload for the year and establish priorities for those who need service—part-time job-seekers, midyear graduates, and those in need of counseling—the counselor first screens all seniors. A survey card is completed by each senior, stating post-graduate plans on one side and giving the student's school program on the other. The counselor/interviewer proceeds to register, counsel, test, and, insofar as possible, refer for jobs all seniors who plan to work after graduation and are interested in availing themselves of the New York Agency's youth services.

Students are interviewed during study periods whenever possible, or during lunch, health education, music, art, and other minor subject periods. Very rarely is a student taken out of a major subject class.

Service to Part-Time Job Seekers

Originally designed for seniors, the program still directs major efforts to this group. However, there has been an ever-increasing demand for part-time jobs, both from seniors and underclassmen. Counselors and interviewers have found this to be an equally challenging task. The part-time job frequently is the means by which the student is held in school and does not drop out.

Getting the Jobs

Program supervisors visit and telephone some of the very large firms which hire a significant number of high school graduates. Individual counselors/interviewers also spend time developing jobs for specific applicants.

Jobs solicited for seniors are of two types: (1) Those which start as part-time jobs after school and become full-time jobs upon graduation, and (2) those which start after graduation but for which the employer is willing to interview applicants from four months to a few weeks before graduation and make a definite hiring commitment.

All such multiple job orders, prepared with complete specifications and information regarding the firm, are mimeographed and mailed to 51 staff members working in the participating high schools, and to the four Youth Opportunity Centers (YOC).

Jobs developed for the part-time job seeker (graduate or underclass) are solicited in the school neighborhood or in concentrated business areas. The counselor/interviewer refers students directly from the school to the employers and verifies the results with the youth. Verification with the employer is accomplished by return of the referral card or by telephone call. At the end of the school year, the central office verifies any remaining referrals and referrals where commitments had been obtained to start after graduation.

The Joint High School Program requires coordination with the schools and other local offices and careful planning for the year by the superintendent, testing consultant, managers, supervisors, and counselor/interviewers. School schedules must be considered, arrangements must be made for testing materials to be where needed, and records must be maintained for each student.

The Joint High School Program is only part of the service given in New York City to high school graduates. Other local offices provide services to graduates from the remaining academic and vocational public high schools, local private and parochial schools, and all out-of-town schools. The Joint Program is the major part of such service. The same, of course, is true of service to other in-school youth.

When funds permit expansion, schools for the program are tentatively selected by the Board of Education's Director of Guidance in consultation with the New York State Employment Service's Senior Manager. They visit each school and discuss the purpose of the program, the method of operation, and program requirements. If the school wants the service, it is included in the organization plan for the following school year. In September when school reopens, the assigned counselor, supervisor, and manager go to the school and set up specific operations.

Program Proves Its Worth

Listed below are some of the many ways in which the Joint High School Program has proved valuable:

- Youngsters who formerly did not avail themselves of the opportunity for job counseling are now receiving this service and are considering fields of work and more suitable jobs which they otherwise might not have contemplated.

- The Employment Service is reaching a much larger share of the entry job market than previously. In 1951, only 5,693 graduates were registered by all New York City offices; in 1975, 20,870 were registered on the premises of the program schools alone. In providing good service, goodwill is built up among future as well as current applicants.

- Some employers who did not formerly use the Employment Service have come to do so with great satisfaction. Employer interest is reflected in the increase in joint high school placements from 1,077 in 1957 to 7,114 in 1975.

- More schools that have requested help but have not been assigned counselors for budgetary reasons are arranging for service to their graduates and dropouts at various local offices and YOC's.

- Increased services to larger numbers of graduates have been spread out over the whole school year rather than being concentrated into the short summer period immediately after graduation.

Problems in developing the Joint High School Program have been many and varied. Many have been solved through the active cooperation of the representatives of the Board of Education. Others remain and new problems are always arising, as is to be expected in any dynamic program. But the constructive cooperation of school people and employment people in local offices, administration, and the program itself have made the undertaking an unquestioned and growing success.

BISMARCK, NORTH DAKOTA

The Bismarck, North Dakota, Youth Employment Center is jointly operated and staffed by the employment service, the school system, the National Alliance of Business, Awareness House (a drug prevention center), the YMCA, and other social service agencies and organizations. The center places youth in jobs and uses unemployed youth and volunteer college students as Center aides. This arrangement creates a warm, welcoming atmosphere for youth who come in for assistance.

The Center, which serves young people 14-17 years of age, has been so successful that CETA prime sponsors provided funds in FY 1976 to expand the Center concept to four other cities in North Dakota.

The Center concept grew out of community awareness that placement of youth was fragmented and that a need existed to discuss better ways of serving youth. In a series of eight youth employment workshops held at the North Dakota State University, the idea of setting up a center for all youth placement activity was developed. Interested groups who attended the sessions are the very agencies who now jointly operate the Center.

THE DISTRICT OF COLUMBIA

The District of Columbia Cooperative Program is administered to in-school and out-of-school youth through a network of Mini-Employment Centers located in the 12 comprehensive high schools of the public school system. The employment service counselors find part-time work for students who are active in career development programs and provide labor market and occupational information to youth who are selecting an occupation.

Each mini-center serves the junior high feeder schools, vocational and special education schools, and eligible elementary students within the high school boundaries. Emphasis is placed on service to graduating seniors, recent graduates, and potential noncompleters. The employment service counselors have a ready pool of youth applicants who are most likely to use the employment service when it is located in their school. Counselors can readily check the academic standing and social development of an applicant when making assessments for referral purposes. The program has grown in both the number of youth served and the degree of interrelationship with the schools and accounts for most of the youth services in the Employment Service operation in D.C. From September 30, 1974, through August 31, 1975, the Employment Service registered 33,105 youth filing new and renewed applications and placd 19,676 individuals. This placement figure includes 7,874 summer youth.

Metropolitan Cooperative Programs

A Metropolitan Cooperative Employment Service School Program included 30 of the 35 schools within the local office jurisdiction. All of the 22 public schools were included along with eight of the 13 parochial schools. Following are descriptions of the programs operated in the metropolitan area:

Regular School Program. This program is related to all of the non-college-bound students. It was intended to provide an easy transition from school to the job market.

Business and Distributive Education Program. This is a cooperative program with four of the central city schools, which offer Business and Distributive Education courses. This program was inaugurated at the request of the Board of Education and aimed at all high school students enrolled in the cooperative business and distributive education classes. It operated as a branch of the Youth Opportunity Center located at the Board of Education building.

The services provided included counseling, testing when needed, job development, and placement. Proficiency tests were administered to business graduates who were seeking a stenographic or typing career. All tests, GATB and Proficiency, were administered on local office premises. Subsequent counseling interviews, as well as registration and initial counseling, were done on school premises.

The schools felt the need for such a program because their school guidance departments were increasing the amount of time spent in employment activities at the expense of their educational guidance functions. Employers were critical of the lack of adequate services received or the duplication of services performed by several schools simultaneously. Students were unhappy because frequently they could not qualify. In addition, there was the matter of physical examinations, issuance of working papers, contacting prospective student applicants, and follow-up communications.

One Employment Service counselor was assigned to the Board of Education offices. He continued as a division employee responsible to Employment Service management but acted in a supportive role with the Education Department. Later another Employment Service counselor was added. The slogan "One Call Does It All" was adopted, and all city school teachers, guidance personnel, and local employers were informed of the new Employment Service activities available to them.

In a typical school year, about 1,000 students were registered, and over 300 were placed in part-time jobs. These were in addition to the youth helped in the county schools through the Industrial Vocational Cooperative Program.

Formal Drop-Out Program. A directive from the Superintendent of Schools to the school counselors mandated the referral of dropout prone youth to the Employment Service before the youth left school.

Definite appointments for such students were made by the school counselors with the employment counselor. Background information on the student was supplied by the school counselor, along with indications as to whether the student would be accepted back at his school or whether a transfer might be in order if the student decided to remain in school. After the initial counseling interview, the employment counselor and the school counselor discussed possible alternatives for the applicant. If the student was not to return to school immediately, the dropout was referred to a counselor at the State Employment Office.

Sustained job development was conducted to find part-time jobs for the potential dropouts. The finding of part-time work becomes exceedingly important when related to potential dropouts. Many young people required some means of financing their education if they were to remain in school. In many cases, a part-time job was the answer and prevented the student from dropping out. About 900 part-time placements of in-school youth were achieved during a typical school year. Complete records were maintained and this information was made available to the Superintendent of Schools so that he could be kept informed as to the status of the Drop-Out Program. The number of dropouts registered under the formal program increased from 111 to 308 over a three-year period.

Work-A-Week, Study-A-Week. This program involved the City School District and six major employers. It provided for a selected group of high school juniors enrolled in business courses to work in various office occupations in these six firms. They were fully employed one week and attended school on a full-time basis the following week. This was advantageous to both the employer and the student since the students gained valuable work experience. The students' grades improved, and employers expressed their pleasure in having a continuous source of help available to them. The two employment service counselors located at the schools also have responsibility for the administration of this program.

ALASKAN PROGRAM

Another program variation is the cooperation of the public employment service and Alaskan educational agencies where they adopted wheels as a means of providing job placements, training,education, and counseling to persons in outlying areas. The variety of transportation includes planes, boats, buses, vans, trucks, or other wheeled vehicles to cover large geographic areas.

YOUTH EMPLOYMENT NEEDS

The United States has the highest levels of unemployment among young people anywhere in the modern world. To a large extent this is based on lack of knowledge and proper preparation for the world of work during their school years.

The nature of youth unemployment (which is characterized by problems of job adjustment and the need for adapting to the world of work) makes the problem particularly acute. In 1975, 3.8 million of the 7.8 million unemployed were youth between the ages of 16-19. Fifty-six percent of jobless teenagers were out of school.

While schools play the major role in providing guidance and career information to students, the ever-increasing numbers of early school leavers and drop-outs highlight the need for a centralized community service for youngsters of all ages.

The Sixties focused the attention of the public employment service from the broader spectrum of applicants to target groups, especially the disadvantaged. More than two-fifths of all new applicants appearing regularly at employment service offices are youth under 25 years of age; about thirty percent of all employment service placements are youth. Through the more than 2,400 local public offices in 54 Employment Security Agencies, young people are provided individualized assistance in choosing and finding a field of work in keeping with their interests, abilities, and aspirations.

EMPLOYMENT SERVICE YOUTH PROGRAMS

The public employment service devotes over one-third of its resources, including 36 percent of its counseling staff, to serving youth. There is one or more trained employment counselors and other youth employment specialists available in each local office to help youth develop vocational plans and find suitable employment. Vocational aptitude, proficiency, and interest testing services are available to help youth select appropriate fields of work. The General Aptitude Test Battery (GATB) in English and Spanish is a valuable aid in vocational counseling. In addition, the United States Employment Service (U.S.E.S.) has developed a Non-Reading Aptitude Test Battery (NATB) to assist persons of low reading or low arithmetic ability.

There are three main components which make up the employment service youth programs. A year-round service represents nearly 40 percent of the employment service placement activity and serves youth ages 16-24 who are out of school and out of work. In most instances, the contact represents the first full-time employment exposure to the real world of work for the youngsters. Another integral part of this service is the Apprenticeship Information Center (AIC). Thirty-seven centers operating in twenty states serve as a channel to apprenticeship opportunities. Employer groups, unions, and the Bureau of Apprenticeship Training (BAT) cooperate with the employment service to seek out and refer applicants to apprenticeships. The AIC's are geared principally to minorities and have proved to be an economical resource and outlet for dispensing apprenticeships for women in trades such as printing, pipefitting, mechanical trades, and the building crafts. In many states the employment services has integrated its youth programs with CETA and WIN. It also recruits for the Job Corp and Youth Adult Conservation Corps.

For more than 25 years, the employment service has worked with local school systems in cooperative programs to (a) provide occupational and labor market information to assist in the transition from school to work, and (b) provide part-time job opportunities for young people who need work to continue their education. In 1963 the program operated in 11,000 high schools (nearly half the high schools in the United States) and served 600,000 prospective graduates. By 1974 this program had expanded to 4,000 more high schools.

Each summer local offices of the state employment service agencies conduct an active campaign to promote employment for youth during the summer months. The program includes special job campaigns, use of volunteer youth, and the hiring of extra staff, usually recruited from local school systems. In 1978 over 750 temporary staff, primarily school staff, augmented regular local office staff and assisted in securing non-subsidized jobs for 500,000 youth.

The practice of hiring high school counselors and other staff to assist in local employment service offices during the summer months has several direct benefits: (1) Youth benefit from the services of counselors with special knowledge of the particular age group; (2) the supplemental staff added to the local office provides needed assistance to offer better service; (3) The temporary staff members gain increased knowledge of the labor market; and (4) The association improves the working relationships and understanding of each other's role. The program gives priority in summer employment to disadvantaged youth to enable them to earn money to return to school.

YOUTH DEMONSTRATION PROJECT

The U.S. Department of Labor, U.S. Employment Service, in conjunction with regional and state employment service agencies, is conducting a youth demonstration project, which is located in six sites—Phoenix, Arizona; Kenosha, Wisconsin; Jersey City, New Jersey; Rome, Georgia; Kansas City, Missouri; and Yakima, Washington—is funded under the Youth Employment and Demonstration Projects Act (YEDPA) of 1977. Approximately 900 high school juniors and seniors have been specifically targeted for services.

One of the major project objectives is to explore the feasibility of the federal/state employment service system linking with public secondary schools and the private sector to deliver school-to-work transition services for inschool youth. The project is designed to emphasize coordination between local employment service agencies, secondary school systems, employers, CETA prime sponsors and the community.

In accordance with the project design, a Job Information Services unit, staffed by state employment service employees, has been established at each target school to provide: (1) exposure to and exploration of occupational and career information; (2) vocational counseling and guidance; (3) job search, interview and test-taking skills; and (4) job development, referral, placement, and follow-up services to the target youth at each school. Self-help job information services are also available for other youth at each target school. State employment service agency staff and local education agency staff have worked closely together in setting up program activities. This coordination often includes planning and approval of curriculum, identification of target and control group students, and scheduling of the target students. In most cases, academic credit is being given to youth for project participation.

In addition to the close coordination between state employment service agencies and local education agencies, this project requires linkages with CETA prime sponsors, employers, and the community. Advisory councils which include these groups are being established for each project.

In general, local school systems have been very interested in and responsive to the demonstration project. However, some barriers have had to be overcome in several sites. One major concern has been the fear the employment service staff will duplicate services already provided by school counselors. The concern has been alleviated by joint planning of the project curriculum. Another concern relates to the demonstration nature of this project. Some education officials have requested that these services continue after the demonstration period. Because of a general shortage of employment service staff, this may not be possible. It is hoped, however, that the school employment service linkage will be maintained even if full-time employment service staff cannot be assigned to the school. The outcomes of the coordination fostered by the demonstration project could provide data to support the need for ongoing cooperation of local education and public employment service agencies.

COMPETENCY-BASED EMPLOYMENT COUNSELING TRAINING

The U.S.E.S. Competency Based Employment Counseling Training Program (CBECTP) was released for nationwide implementation in 1978. The program was developed by the counseling staff of the Florida State Employment Service over a three-year period that included research, writing, and field trials. Competency training was designed to assure consistency in the application of counseling supervision and training with the goal of assuring quality counseling services for the public.

Initially designed to enable the counselor to develop the competencies most related to constructive client gain, many of the competencies have been found to have equal application in other positions and settings. Adaptations of the communications skills training have proved valuable for job and personnel interviewers; the assertion training has proved to be very useful for personnel at reception and intake points; and, the shared evaluation concepts help to improve the staff relationships between counselors and other line staff.

Competencies in the areas of counselor supervision, consultation, and training have equal application for personnel management in a variety of settings. In the first year after development, the Florida staff conducted "Train the Trainer" sessions for Department of Labor Regional Counseling Consultants, State Counseling Supervisors, WIN Program Supervisors, CETA Counseling Supervisors, Job Corps Counseling Supervisors from two centers, and training officers from four other states.

Several faculty members from different universities have indicated that they would be able to grant varying hours of graduate training for counselors completing the training. The various universities can also help states in the development of staff who are capable of providing the competency training in a manner that assures staff growth and development.

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SUMMARY

In summary, it appears that the time has arrived when we ought to move from a position of experimentation into an ongoing cooperative effort and thus avoid the loss and waste of duplicating efforts. A move in this direction should result from a written and working agreement being initiated between the U.S. Office of Education and the U.S. Department of Labor's Employment and Training Administration.

CHAPTER 10

United States Office of Education Perspective

Laurabeth Hicks

INTRODUCTION

An ongoing effective education which results in a people who live productively and enjoy doing so is the way to actualize the American dream for all. Education has delivered to many the *abilities* and the *opportunities* to achieve that dream. Abilities refer to knowledges, skills, and values; opportunities refer to living, learning, and working to maximal capacity. Yet, there are many who have not been, are not being, and may never be prepared by education with the abilities to participate in that dream. The traditional formal educational experience has failed to provide the ongoing educational experiences on a continuing basis throughout the life span for the masses to live meaningful and productive lives.

Educators, while slow to alter the traditional educational process in the provision of appropriate learning experiences, are among the first to acknowledge the telltale signs evidenced by: (1) the increasing dropout of young people from school as soon as they pass the legal age for compulsory education; (2) the large number of individuals who are either unemployed or underemployed and who desire to work; (3) the large percentage of minorities with an even greater proportion who are black and Hispanic youth, who have no work, have mediocre employability skills and have lost hope for a better life; (4) the increasing numbers of individuals on welfare with no hope of getting off; (5) the growing population of aging individuals who are either retired, seeking a second career and/or have real problems in making wise use of their increased leisure time; (6) the inhumane neglect of handicapped individuals; (7) the limitations placed on career/vocational options for women due to sex stereotyping; (8) the increased violence which takes place both in and out of schools; (9) the deplorable state of affairs of those who fill our correctional institutions; and (10) the plight of many who live in the inner city and in rural isolated areas. These categories of problem areas are by no means discrete.

The failure to provide maximal opportunity for all to participate in the American dream must be shared by the other major components in our society which include business, local government, industry, and labor. We must recognize, too, that no one of these major components can resolve the complex problem of maximizing the human experience for America's people and must shoulder some of the responsibility for arriving at a comprehensive solution. Education must improve the quality of its delivery to all; other societal components must join in the support of this delivery and provision for its application and these efforts must be *coordinated* and *organized*. To realize this dream for a greater majority, if not all, of the American society, suggests to many concerned educators, then, a need for stronger, expanded and continued formal relationships between the United States Office of Education and other federal, state, and regional business enterprises, labor, educational groups and organizations-major components of both the public and private sector.

These and further comments regarding the role of the United States Office of Education in maximizing opportunities for enjoying the American dream are personal opinions based on observations and reflections. They do not represent a position of the United States Office of Education, or any other federal agency.

ROLE AND ACTIVITIES

The U.S. Office of Education (USOE) could and should play a significant role in the establishment of the formalized linkage called for in bringing about the working relationship between business, labor, and other educational groups and organizations at federal, regional and state levels. Essentially, USOE would be strengthening its relationship with key components in the private and public sector; by so doing, it would make the learning opportunities broader and more accessible to the diverse individuals in American society who have a right to an adequate education that will prepare them for life with dignity.

Various pieces of legislation which include Vocational Education Amendments of 1976, Career Incentive Amendments, Comprehensive Employment and Training Act (CETA) revisions and Youth Employment and Demonstration Projects Act (YEDPA, part of the CETA revisions), require cooperative planning by USOE and the Department of Labor (DOL) in the implementation of programs which involve the various dimensions and components of the private and public sector.

The Office of Education has placed a very high priority on meeting the educational needs of adults and early school leavers. Emphasis has been placed on the acquisition of basic and employability skills and the placement of the under- and unemployed. It also has strong commitment to eliminating educational and employability problems faced by some youth and adults (often early school leavers) who reside in the inner city and/or isolated rural areas.

Both the Commissioner of Education and the Assistant Secretary of Labor have encouraged the development of a close working relationship and cooperative planning with key components and units in the private and public sector to assist youth and adults with the education-to-work transition.

Several task forces and working groups (some highly organized and others fairly loose-knit) of members from both agencies continue to explore ways of working, sponsoring,and appearing on programs together, and developing cooperative work statements for consideration. The intent has been to enhance programs designed to ease the school-to-work transition. Several interagency and working agreements have been drawn up between DOL and OE. Among the most recent ones are the National

Occupational Information and the OE-CETA-HEW agreements. One group made up of representatives from OE and DOL's Employment and Training Administration has taken steps to upgrade a former working agreement to improve guidance and placement services to youth. The Bureau of Occupational and Adult Education has the lead for working cooperatively with the Department of Labor in the implementation of certain CETA-YEDPA Programs. Members of the Employment and Training Administration (ETA) and of the Office of Education are continuing to explore ways of improving the guidance and placement services to school leavers and adults. Another working agreement has been established between USOE and the Administration on Aging. Another is set up between BOAE and the Bureau of the Handicapped; another exists between BOAE and the Department of Transportation and is related to the training of railroad workers. The Office of Education has continued to show interest in promoting an industry-education-labor thrust as a means of easing the education-to-work transition. The Federal Coordinator for Industry-Education-Labor (I-E-L) in the Bureau of Occupational and Adult Education has kept before USOE and the field the need to expand and continue I-E-L relationships. Through these efforts a network of key individuals can be mobilized to organize I-E-L councils in various parts of the United States. Both the I-E-L coordinator and the Associate Commissioner for Occupational Planning in the Bureau of Occupational and Adult Education have addressed the need for closer USOE relations with industry-education-labor in several of their presentations made to a variety of audiences. A policy paper on the I-E-L action concept and collaboration has been developed by the coordinator and distributed and reacted to favorably by both USOE and the field. The I-E-L initiative has been listed as a priority need and may be eligible for discretionary funding in FY 1979. In fact, the announcement appearing in *Commerce Business Daily*, Friday, October 20, 1978, included several competitive procurements for projects of national significance in vocational education which reach out to the involvement of various components of the public and private sector.

The Office of Education has a variety of task forces and working groups planning activities related to USOE's urban initiatives. The planning of these projects has involved individuals from various federal agencies and other units in both the public and private sector.

On May 17-19, 1978, the Department of Health, Education and Welfare, Push for Excellence, Inc. and Howard University sponsored a national conference, "Mobilizing for Excellence in Education." The conference brought together over 1,200 participants from throughout the United States ". . . to explore ways to achieve excellence in . . . schools and to examine the philosophy and accomplishments of Project EXCELL." The various activities of the conference brought about better understanding of ". . . the interdependent roles that all citizens play in the education of (the) nation's youth . . . ." (Taken from the Secretary's letter.)

Cities in Schools (CIS) is a program designed to integrate the delivery of social and educational services to inner city families. The programs currently operate in Atlanta, Indianapolis, and New York City. CIS brings together a variety of services needed by inner city youth. The school is the focal point for the variety of combined services provided through the program. For FY 1978 six agencies or departments on the federal level allocated collectively $2,300,000 to Cities in Schools. Contributors included ACTION, Commerce, General Services Administration, Department of Labor, HEW and LEAA. This federal support was coordinated by an interagency working group at the

White House. In the future the interagency working group will be coordinated through the Office of Education. The National Institute of Education (NIE) and the Department of Housing and Urban Development set aside funds to evaluate CIS projects. State and local organizations made their contributions to CIS by inkind contributions (staff release) or direct funding.

On the national level, Cities in Schools is coordinated by the Institutional Development Corporation (IDC), a privately funded organization. Future projects will be coordinated in the Office of Education.

A task force comprised of members from various units of BOAE coordinated activities which were in connection with the Bureau's forward plan for setting up Urban Guidance Centers. These project summaries became part of a working paper on Adult Urban Guidance Centers. The working paper serves as back-up information for planning further activities related to Adult Urban Guidance Centers. The importance of coordinating key dimensions in the public and private sector in providing services for youth and adults through Adult Urban Guidance Centers is highlighted in this back-up paper and other efforts of the BOAE Urban Guidance Centers Task Force.

A significant CETA-Vocational Education Coordination Study has been planned which will trace and access ". . . the level and effects of coordination and cooperation between programs conducted under both the Vocational Education Act of 1963 as amended and the Comprehensive Employment and Training Act of 1973, as amended." The study seeks answers to questions regarding coordination effort at federal, state, and local levels; constituency served and effects achieved, emerging coordination forms, extent of effectiveness, and functions contributing to the success of the programs and projects. The approach adapted for this study was influenced by the legislative history, Congressional intent and language of the legislation. Also, key to the plan for this study is the National Advisory Council on Vocational Education's mandate in the Education Amendments of 1976 to identify after consultation with the National Commission for Manpower Policy

> . . . the vocational education and employment training needs of the Nation and assess the extent to which vocational rehabilitation, and other programs under this and related Acts represent a consistent, integrated, and coordinated approach to meeting such needs . . . [Sec. (b) (4) (A)].

The study being proposed by NIE to trace and assess the levels and effects of coordination and cooperation between programs conducted under CETA and Vocational Education is critical to the success of both programs.

On November 9, 1978, an Educational Staff Seminar and USOE sponsored the National School Volunteer Program, Inc.—*Industry/Education, Labor Conference on Volunteers in Education: Future Public Policy*. The conference focused on the role of the volunteer in impacting the educational experience. The conference dealt, in large and small groups, with such topics as: "Expanding Equal Opportunity," "Older Americans as an Educational Resource," "Youth Participation," "The American Family as an Educational Resource," and the "Tax Reduction Movement: Consequences for Education."

BARRIERS TO EFFECTIVE COORDINATION AND DELIVERY

The Office of Education can expect to be confronted with a variety of barriers as it expands its plan to join forces with key components of the private and public sector in accessing the American dream. Unless these barriers are eliminated or at least minimized, the fruition of plans of this magnitude will never be fully realized.

Political, economic, information, substantive, and personal barriers constitute five of many to be expected by most agencies or organizations attempting to harness the resources of public and private sectors. Any one element encompassed in any one of these barriers, if left unattended, can be a deterrent to this joint venture.

Political barriers often surface in the form of turfism or the protection of favorite programs or projects. Vague language in legislation, intentionally and/or inadvertently, can be interpreted to gain a political advantage for turf protectors at the expense of a decision of what is best for the American people. Focusing on what is politically feasible in protection of any component or pairing for some hidden interest can result in the development of policies which are counterproductive to maximizing abilities and opportunities through education.

Economic barriers can be created either because needed funding and/or human resources are not available or because not enough lead time has been provided for proper planning, implementation, and evaluation of the outcomes of a project.

Information barriers can be created when there is either a lack of awareness of what is going on in the field, lack of preplanned or coordinated policy among the agencies and organizations involved, and/or lack of awareness of the needs of each of the major components of the education/public-private sector team (e.g., industry, labor, business, professional organizations). Information in all of these areas is critical to planning for coordination.

Substantive barriers are created when there is lack of agreement on outcomes, lack of quality standards for delivery of outcomes, or lack of adequate monitoring systems for diagnosing and improving the delivery of opportunities and activities necessary for living productively.

Personal barriers must not be overlooked. These barriers are often the most pervasive in a joint venture of this kind and can be the most destructive. These barriers include selfishness—the "me first" syndrome. The factors which motivate the "me first" individuals or groups are frequently unrelated to an organizing mission. The values which influence the judgments and behavior of those individuals often do not include rewards for helping someone else.

BENEFITS OF COOPERATION

In the earlier part of this paper several problematic conditions were highlighted which included increased dropout rates, high un- and underemployment, increased numbers of welfare recipients, limited vocational options for women, growing numbers of unhappy retired individuals, neglect of handicapped, increased violence among the young, and the general plight of correctional institutions and of many who live in the inner city and in isolated rural areas.

A cooperative relationship between federal education agencies, the Department of Labor, and other major units of the private and public sector can eliminate or minimize most, if not all, of the problems identified. Team effort on the part of these units can result in providing each individual a better opportunity to share the American dream by: overcoming barriers, improving delivery to the traditionally unserved, and providing opportunities for more individuals to apply new abilities to live productively and meaningfully.

RECOMMENDATIONS

We need to define the abilities and opportunities that exist and the specifics of our educational products so that we can work to improve the quality of our educational delivery. We, then, can call for and use the support of other social components (e.g., business, labor, industry). We can plan the coordinated legislation and funding needed to ensure cooperation at all levels.

Some efforts to do the above are taking place. Some of these efforts were highlighted in such activities as CIS, Urban Guidance Center Projects, I-E-L and USOE activities, CETA coordination, to name a few illustrations. These efforts, however, involve very few people, will take much time to become visible from the top down, and need much help from the private and public sectors to thrive and expand.

Therefore, I recommend that each individual examine his/her personal commitment and set personal goals to impact his/her own delivery system and/or coordination efforts in his/her sphere of influence. This will help speed up the comprehensive efforts on the part of the Office of Education with as much cooperation as possible from other major components of our society to foster the American dream.

PART III

Service Components of an Adult Guidance Model

CHAPTER 11

Intake and Assessment of CETA Participants (A Program Example)

Arthur L. Ruppel

INTRODUCTION

Clients who are, by definition of circumstances, eligible for CETA services are people who have had repeated failure experiences. These people have experienced failures in the areas of educational achievement, social acceptance, and employability, among others. Due to their experiences, these clients have a fragile potential of becoming successfully integrated members of the work force of this country.

Agencies, including the CETA team, which have the responsibility for serving clients of this type in Waterloo, Iowa, have taken some specific steps to compensate for the high-risk nature of their clients' circumstances. One of the innovative things they have done is to contract with the Special Needs Department at Hawkeye Institute of Technology to provide career exploration and vocational assessment for their clients in the form of a two-week workshop.

This two-week experience serves a variety of purposes; but essentially, it addresses four critical areas. The workshop provides the client with real information about career areas, skills necessary, and on-the-job applications of those skills in the area in which the client is living. Through testing and assessment, the agency is provided with objective information about the current functioning level of the client. Through counseling and guidance, the client formulates a realistic, achievable plan in skill development which leads to employability. This plan is client owned and incorporates the results of the career exploration and assessment components mentioned. Incorporated throughout the total experience are repeated opportunities for immediate successes for the clients, who begin to develop feelings of worth and the motivation to risk further investment.

All of the above-mentioned components are critical to a successful intake and assessment experience for people. The problem with a less comprehensive approach is that it becomes an encapsulated experience rather than an integral part of a developing process. To effect change with the client, we must provide a linked experience which, by its very nature, begins to change the awareness and the attitudes of the client. We need to recognize that this procedure must have client relevancy on an equal level with agency relevancy.

Hawkeye Institute of Technology (HIT) is a postsecondary vocational college with 44 full-time career programs. This school also has an urban center called the *Success Center.* This facility is a cooperative venture between the three divisions of the school. The Adult Education Division sponsors an Independent Learning Center for high school completion for adults, including a GED testing center. It also contributes through regularly scheduled Adult Basic Education (ABE) classes and English as a Second Language (ESL) classes at this site. The Student Services Division provides a counseling support service for both those involved in the ongoing programs at the Center and anyone from the general public who requests services. The Vocational-Technical Division contributes a self-paced General Office Training Program to students on a full- or part-time basis. The Special Needs Department at Hawkeye Institute works with all three divisions to coordinate the delivery of these services to the adult learners in our area. Special Needs also sponsors the two-week Career Exploration and Assessment Program.

THE SUCCESS CENTER

The Success Center Program is designed to assist the individual to achieve optimum potential and to move him or her through a process of counseling, evaluation, exploration, and education to a responsible position in the world of work.

GENERAL OBJECTIVES

The Success Center has established the following objectives for the operation of its program.

1. To tie together the existing Special Needs areas currently operating at Hawkeye Institute of Technology into a more cohesive, communicative and coordinated group with common goals, objectives, and purposes. Such a concept will give great direction, offer better assessment and delivery of services to "Hawkeye" students and the Merged area VII community.

2. To offer the Special Needs Populus of Merged Area VII a service capable of familiarizing individuals from various ethnic, educational, and cultural backgrounds with occupational opportunities.

3. To help individuals reach specific educational or occupational goals through individualized instruction, counseling, career exploration, and tutorial assistance that may not have been previously afforded them due to educational deficiencies, cultural, or job-displacement misfortunes.

4. To provide a service capable of dealing with educational, psychological, and physical difficulties that may have hindered participants' past success in the normal school settings. This, we feel, can be accomplished through a coordinated effort of personnel and an integrated program of counseling and educational assistance. For instance, some of the services we hope to be able to offer our Special Needs population and which we hope would positively influence them are as follows:

Material and personnel available to work with individuals who are slow to comprehend certain training material because of previous educational or cultural deficiencies.

Experiences which would help create proper motivation and attitudes, and/or remove indifference to responsibility which is due to a history of personal failures or societal prejudices.

Counseling personnel and advisors to assist the individual with personal problems which may make employability difficult.

A coordinated program of activity for individuals who have low reading ability, poor speech construction, and a lack of certain basics in their development.

5. To provide a total program of activity which could lead to eventual occupational "success" through a totally coordinated effort of the Success Center Program. The program would include the following components:

    Counseling evaluation

    Adult Basic Education

    High school completion, employment, or full-time program (college, vocational-technical, or other)

    Employment

    Placement

    Follow-up

6. To develop through the Success Center Program a vehicle by which greater rapport and coordination of effort to assist individuals can be accomplished with various civic, private, state, and local agencies, and business and industry in the community.

These services are of a general preparatory nature and are designed to prepare any student to take advantage of the traditional programs offered by this school or, for that matter, any other educational or skill developing institution.

THE CAREER EXPLORATION AND ASSESSMENT PROGRAM

The Special Needs Department offers special two-week workshops at the Success Center as one method of meeting the above general objectives. The Career Exploration and Assessment Program workshops are designed specifically for clients referred from community agencies. The purpose of these workshops is to help individuals select an occupation realistically and to evaluate choices made. This choosing and evaluating is based on exposure to many kinds of training and work and an increased awareness by the client of his/her aptitudes, interests, and existing academic and skill levels. The clients meet individually and in a small group (10 people) with a vocational group leader who guides them through the two-week program consisting of thirty (30) hours of client involvement on a half-day basis with the group leader. The client may also be involved in some personal research and exploration outside of the structured workshop time.

The first week experience includes small group discussion, tours of training facilities, aptitude and skill testing, films, and individual feedback sessions. The second week consists of a variety of career-related activities tailored to meet the individual needs of each client and based on the results of the first week's involvement.

At the end of the two weeks, a report of the results of the exploration and assessment process, along with recommendations for prevocational and vocational training, is prepared. The client then ratifies this report, and it is sent to the referring agency. The client maintains ownership of the plan stated in the report.

The Career Exploration and Assessment Program (CEAP) is designed to achieve three major objectives. The first is to assist the client in selecting a realistic occupational goal. The second is for the client and counselor to evaluate the choice made. Finally, the workshop assists the counseling staff in preparing a prescriptive statement of learning procedures to achieve the selected goal.

There are, of course, some built-in secondary objectives which reinforce the validity of the three major objectives stated above. The process of the workshop gives the client some success experiences to develop positive strengths. These success experiences also assist the client in developing some momentum towards an achievable goal.

CETA clients are not financially able to fund their own education. By providing the agency with a valid, accurate assessment statement with achievable outcomes, we have given the CETA team information which justifies their financial investment in this client.

Finally, the CETA generalists or other agency staff persons are provided with a step-by-step progression for them to use to monitor and support their clients.

CLIENTS

Clients in the CEAP are all considered special needs clients; that is, they fall under special needs guidelines as established by the Iowa Department of Public Instruction. These descriptions were prepared as guidelines for Special Needs services in vocational education.

Disadvantaged Persons: A disadvantaged person is defined as an individual who has academic, socioeconomic, cultural, or other handicaps that prevent him/her from succeeding in vocational education programs designed for persons without such handicaps. For that reason he or she requires specially-designed educational programs or related services. Disadvantaged persons are those whose needs for such programs or services result from poverty, neglect, delinquency, or culture; or linguistic isolation from the community at large. Physically or mentally handicapped persons are not considered to be disadvantaged unless such persons also suffer from the handicaps described above.

Handicapped Persons: Handicapped persons are those who are mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, crippled, or have other health impairments. Because of their handicapping condition, they cannot succeed in a vocational education program designed for persons without such handicaps. For this reason, such persons require special education assistance or a modified vocational education program.

INTERAGENCY COLLABORATION

Our program serves clients referred to us from community agencies. Each agency has its own set of guidelines for client eligibility. Primarily, we serve the adult population between the ages of 18 and 55 years. These clients are referred to us by two CETA teams, two sections of the Department of Social Services, and the local branch of Vocational Rehabilitation.

The unique factor of this whole structure is that since many community agencies utilize this service for some of their clients, they find it not only possible but advantageous to collaborate in the provision of the necessary services to the client. The agencies all have client identification processes which serve to meet our general guidelines and we, then, can focus on the content of the program which meets their needs for client assessment and planning.

In addition, since we are a coordinating unit within the vocational school, we are an effective link between community services and educational services.

To round out the picture of our scope of services, it must also be indicated that this program concept has been modified to serve students in an alternative high school setting, to serve special educational high school students, and to serve as the educational component of the CETA Summer Youth Employment Program. All of these modificiations were made in direct collaboration with the agency referring the client in an effort to assist agencies in meeting their identified objectives.

It should be noted here that all of the participating agencies, including CETA, maintain responsibility for the client. The client maintains responsibility for the plan, and we at Hawkeye Institute of Technology maintain responsibility for the development of the plan and the coordination of various services to implement the plan. In this manner, we have the positive collaboration necessary for a succesful endeavor.

PROGRAM ORGANIZATION

In implementing the program with clients, we use a *reality theory* focus. We work with the basic concepts of establishing a relationship with clients, assisting them to take responsibility for themselves, and developing a viable plan. These concepts are fully outlined in Dr. William Glasser's writings and could be the subject of another paper. Let me recommend that you read his book, *The Identity Society,* to get a better idea of how these concepts can improve circumstances for failure-oriented people.

After an initial intake visit with the client, he or she goes through the following process:

Week 1

First Day, Monday

Meeting of 8 to 10 clients and a vocational group leader who will act as group facilitator. Emphasis on interaction within the group and general orientation to the Career Exploration and Assessment Program. Group tour of Career Information area.

Second Day, Tuesday

Small group discussion stressing risk taking and exploration. Film: "You Pack Your Own Chute" by Ramic Productions. Reading and math placement testing followed by individual meetings with the counselor for immediate feedback. Individual tours, with cassette tape, of photo display Career Information area explaining the Success Center exploration and assessment process.

Third Day, Wednesday

Small group orientation to Hawkeye Institute of Technology (HIT). General tour of main campus.

Fourth Day, Tuesday

General tour of HIT off-campus programs (Airline Highway, Ansborough Avenue, Falls Avenue, Lafayette Street).

Fifth Day, Friday

Orientation to General Aptitude Test Battery and test taking tips. GATB test for all clients. Visit by referring agency representatives to answer clients' questions. (The referring agency is actively involved during the clients' workshop experience.)

Week 2

Sixth Day, Monday

Individual meetings with vocational group leader to share feelings about the activities of the first week and to plan a program of involvement for the second week. Interpretation of GATB test results.

Seventh through Tenth Days, Tuesday, Wednesday, Thursday, Friday

Activities will be any combination of the following:

1. Singer/Graflex Vocational Evaluation System (1 to 3 hours of involvement). Provides experiential or hands-on exploration of 10 occupational areas:

Basic Tools (metal working)
Bench Assembly
Carpentry & Woodworking
Drafting
Electrical Wiring
Needle Trades
Office and Sales Clerk
Plumbing and Pipefitting
Refrigeration, Heating and Air Conditioning
Soldering and Welding

Tests ability to follow directions and provides evaluation opportunity to observe work habits and attitudes.

2. QUEST and CISI (1 hour of involvement). QUEST is a questionnaire which asks client to evaluate interests and abilities; and through these responses, unsuitable occupations are eliminated. The Career Information System of Iowa (CISI) contains information on wages, opportunities, and training requirements for more than 300 occupations.

3. Training Site Visits (1 to 12 hours of involvement). Interested individuals can visit any full-time HIT program in progress, talk with some of the teachers, and see how the courses are taught. (Most are not classroom.) Or they may actually attend class for two or three days.

4. Job Site Visits (1 to 6 hours of involvement). Arrangements are made for clients to visit people working in the jobs which interest them. Local employers are contacted and requested to participate in this activity. Many local employers are pleased to cooperate in this way.

5. Job Research Project (1 to 3 hours of involvement). Using materials in the Career Information Center, clients will research occupations in their specific interest areas.

6. Mini-Workshops: Decision Making; Values Clarification; Getting Hired: What It Takes; and Job Seeking Skills. These are optional workshops which are available to the clients if the facilitator determines the group could use these experiences.

The next important fact to share is that we do not see anything magical in our two-week experience. Although most clients complete a plan in two weeks, not all of them do. Rather, after the two-week structured experience, those who have not completed the plan work on an individual basis with the counselor to arrive at the plan needed. The counselors, therefore, do have a limited ongoing case load.

FOLLOW-UP AND PROGRAM EVALUATION

The process as described thus far is very much a front-end experience for the clients involved. To collect valid information on the success of the program, we contacted 267 people who went through the workshop between October, 1976 and December, 1977. Information was collected between May 1, 1978, and August 15, 1978.

One-hundred ninety-seven (197) responses were received; some of the follow-up data are included in Tables 11-1—11-4 to give a general illustration of the program's rate of success. It was anticipated that due to the nature of the population and the time span involved, the number of responses received would be low (less than 50%). The 74% response rate is very good and may be an indication of the enthusiasm felt by clients for the Career Exploration and Assessment Program.

TABLE 11-1
Numbers of High School and Non-High School Graduates Who Are Program Participants

Program Participants	Numbers	Percentages
High School Graduates	141	72%
Non-High School Graduates	56	28%
TOTAL	197	100%

TABLE 11-2
Continuing Education of Non-High School Graduates

Continuing Education	Numbers	Percentages
Have completed GED since CEAP	24	43%
Are currently working on GED	13	23%
Are planning to begin working on GED	14	25%
Have no intentions of earning GED	5	9%
TOTAL	56	100%

Table 11-1 shows the numbers of CEAP participants who were high school graduates and those who were not. Seventy-two percent of the clients had a high school diploma or GED before beginning the workshop. Table 11-2 indicated that of the 28% who had not completed their high school education, 43% have studied for and received a GED, 23% are currently working on a GED, and 25% indicated that they planned to begin study. These figures account for 91% of the non-high school graduates who have secured or made steps towards securing a high school diploma.

TABLE 11-3
Career Directions of Program Completers

Career Directions	Numbers	Percentages
TRAINING		
Have completed HIT training since CEAP	31	16%
Currently attending HIT training	22	11%
Have applied/waiting to begin HIT training	31	16%
Attending training other than HIT	6	3%
Planning to apply for training	18	9%
SUBTOTAL	108	55%
JOBS		
Currently working (not involved in training)	53	27%
OTHER	36	18%
TOTAL	197	100%

Table 11-3 illustrates the career directions of CEAP program completers. Of the clients who completed CEAP, 46% have either completed a training program, are currently attending training, or have applied and are waiting to begin training. An additional 9% indicated that they plan to apply for training. This means that 55% of the clients who responded to the survey are oriented towards training prior to securing a job.

An additional 27% of the clients indicated that they are currently working. This 27% are individuals who did not pursue training and do not plan to. Of this group, 75% have full-time jobs with salaries ranging from $1.50 per hour to $7.40 per hour, and the remaining 25% are working part time.

Of the 18% of the respondents who indicated they were unemployed and/or not interested in training, some reasons given were poor health, marriage, pregnancy, lack of transportation, incarceration, unsuccessful training or job attempts.

Affective feedback is admittedlv difficult to survey and evaluate. It was the purpose of this portion of the survey to gain some general understanding of how clients felt about their participation in CEAP.

In addition to the obvious goal of facilitating clients in their exploration of career options and decisions about realistic, long-range career plans, the CEAP staff is committed to the development of each client's positive self concept. Client responses (Table 11-4) indicate that CEAP was effective in creating an awareness that attitude

TABLE 11-4
Participants' Affective Responses to Reaction Statements about CEAP Workshop

Statement	Response						TOTAL No. of Responses
	Great Deal		Somewhat		Little or None		
	No.	%	No.	%	No.	%	
1. The Workshop helped me to feel better about myself	53	41%	60	47%	15	12%	128
2. The Workshop helped me to understand my strengths and weaknesses in school subjects like reading and math	67	61%	48	36%	17	13%	132
3. The Workshop helped me to ***identify*** the jobs I am interested in	69	53%	51	40%	9	7%	129
4. The Workshop helped me to ***explore*** the jobs I am interested in	70	55%	46	36%	12	9%	128
5. The Workshop helped me to develop a career plan	50	39%	55	43%	24	18%	129
6. The Workshop helped me want to take responsibility for my behavior (and pack my own chute)	79	60%	39	30%	13	10%	131
7. The Workshop helped me to think through my problems	55	42%	62	48%	13	10%	130
8. The Workshop helped me to get along with other people	51	39%	58	44%	22	17%	131

towards self can influence achievement in other areas. Other responses dealt with the career planning and academic issues presented to clients, and again the data received supported clients' positive feelings about their experiences in CEAP.

The data firmly support the informal feedback that had been received before this follow-up study was conducted. CEAP clients are entering training and are getting jobs. Non-high school graduates are completing their education.

It does not appear that any major trends have developed in program choice. This supports the premise that individuals have wide and varied interests and skills. That CEAP has encouraged the exploration of these interests, the identification and understanding of skill levels and the formulation of realistic, long-range career plans is also reflected in the data.

SUMMARY

Client response to the follow-up effort was greater than anticipated; and, reactions to the program were certainly positive. Affective feedback from clients supports the maintenance of the concept of positive, personal growth as an integral component of CEAP.

The introduction of a number of small and immediate successes into a life with a history of repeated failure provides clients with the impetus for risking further investment in the formulation of a plan which can lead to further success. The types and degrees of program effectiveness reflected in the follow-up response data support the aims of the Career Exploration and Assessment Program and encourage the continuation of a program designed to meet the career guidance and employability needs of this high risk population.

CHAPTER 12

The Role of Accurate Career Information in Serving Unemployed Youth and Adults

William E. Hopke

In our highly competitive society, youth without employment experience and unemployed adults who lack information about occupations and careers, and who have few or no skills in finding appropriate training or in securing employment are vocationally disadvantaged. They have many difficulties in finding jobs and in selecting jobs—if they have a choice. They often have problems getting along with other workers and their supervisors on a job. They are among the last to be hired and the first to be fired when the work force is cut back. They often find themselves at the bottom levels of the job market with little hope for better prospects in the future. These individuals need accurate occupational and career information which will help them become more able to compete in the world of work.

HOW INFORMATION IS PROCESSED

Isaacson (1971) proposed several ways in which information can be used. The first use is motivational; that is, information can be used to arouse or stimulate interest and action on the part of unemployed persons. Information can be employed to help them decide to start or continue a job search, to seek training or retraining, and to make choices among jobs or training opportunities. The second use is instructional in nature; that is, information is used to teach the unemployed about the occupation or training being considered. Basic topics such as employment prospects, duties, where the work is performed, qualifications, how to get the job, earnings, and advantages as well as disadvantages are included in this instructional use of information. A third use is adjustive; that is, helping unemployed persons decide whether a job or training for a job is suitable for them. Information helps them answer such questions as: (1) Do I have the necessary abilities for an occupation or training in it? (2) Do I have enough interest in this occupation to enter or train for it? The fourth use is distributive in nature; that is, it involves information which helps the unemployed become placed on a job or established in it—information on topics such as how to visit a plant, how to apply for a job, how to interview with employers, how to break in on a job, and how to deal with employers and other workers are important aspects of the distributive use of information.

SOURCES OF INFORMATION

Accurate information is available on local, state, regional, national, and even international levels, with the main emphasis for the unemployed being on the local and regional levels. However, information from sources other than the local and regional levels can be used effectively as originally produced or through its adaptation for local and regional uses. Information should not only come from various levels but should also be made available to the unemployed in a variety of forms. Printed information is the most widely used; however, it may not be suitable for a large proportion of the unemployed because it does not appeal to their interests or is too difficult for them to understand. Other approaches that may be used are audio-visuals (including slides, film strips, phonograph records, audio tapes and cassettes, video tapes, and films), computer-assisted information systems, visits to plants, speakers and resource personnel, discussion groups, role playing situations, skits, radio, television, handbills, posters, and outreach personnel to spread information by word of mouth.

Among the printed materials most used by agencies working with the unemployed are: local labor market data with projections into the 1980s; surveys of skills and demands in an area; booklets on wages paid in an area; newspaper ads; microfiche printout by the Employment Security Commission on jobs, their duties, and salaries; specialized files on the most common job openings in an area; publications such as the *Dictionary of Occupational Titles,* the *Occupational Outlook Handbook,* the *Encyclopedia of Careers*; occupational information files and subscriptions sold by commercial publishers; and state personnel office descriptions of jobs in which there are openings.

Workbooks, textbooks, and other materials are used in areas such as learning about the world of work, decision-making skills, values clarification, interest check lists, personality inventories, job analyses, student researched reports on occupations, filling out application forms, writing letters of application, preparing personal data sheets, occupational vocabulary lists, career games, skills necessary to gain and hold jobs, job clusters, and computing one's pay.

The sources of most of the above materials are local, state, and federal government agencies as well as commercial publishers. The latter publishes not only single items of one type of information but also combinations of printed and audiovisual materials which are made available in kits or packages. Another valuable source of information is private business and industrial companies which publish and produce a wide variety of free and inexpensive printed and audiovisual materials.

ASSESSMENT AND EVALUATION OF INFORMATION

The main source of evaluation by professional personnel of both printed and audiovisual materials of an occupational nature is provided by the National Vocational Guidance Association by means of its review in the *Vocational Guidance Quarterly* and its compilation of these reviews in a *Bibliography of Current Career Information* every two years. Kits, series, and packages of occupational and related information are also reviewed periodically in the American Personnel and Guidance Association's *Personnel and Guidance Journal.*

Hoppock (1976) suggests that anyone appraising occupational information on a do-it-yourself basis should ask at least these five questions: When? Where? Who? Why? How? "When" refers to the date the material was published or produced. Is the material non-dated, out-of-date, and/or obsolete? "Where" asks if the information has some geographical limitation which must be considered. Does it apply to the area(s) in which the unemployed are interested? "Why" refers to the purpose of the publication or material. An example of a question the rater should ask is: Is it written to present the information as accurately as possible or to entertain or to recruit people? The accuracy of facts may differ according to the purpose of the materials. "How?" questions the way the facts were collected and presented. If the rater can identify the methods involved, a clearer idea of the probable accuracy of the information may be obtained.

Guidelines have been developed and published by the National Vocational Guidance Association to assist producers and users in the preparation and evaluation of occupational information. Recommendations are made for content, style, and format; suitable vocabulary level; illustrations, graphic displays; freedom from bias (racial, religious, sex, ethnic, social); credit assignments; and tests of validity.

The evaluation of materials should not be limited to expert opinion or to assessment by professional users of career information media. The materials should also be evaluated by youth who have not worked and by the unemployed. Their preferences, needs, and attitudes should also be considered in the selection and use of media.

ROLES OF THE COUNSELOR

The counselor's role in general should be that of assisting the unemployed in making their own decisions on training and the securing of jobs based on accurate and useful information. The counselor should facilitate the client's own search for and use of such information. More specific counselor roles include those of consultant and coordinator. In the coordinator role, the counselor collects and organizes occupational information so that the unemployed find it readily accessible and useful in making good decisions. The counselor coordinates information and resource personnel from as many resources as possible so that clients can take the fullest advantage of information that will be helpful to them.

In a consulting role, the counselor works directly with youth and adults in one-to-one and group situations in order to help them process information so that they (1) define their occupational, educational, and personal-social problems; (2) consider realistic alternatives to the solution of problems; (3) take steps to carry out a plan of action; and, (4) evaluate the results of decisions that were made. The counselor not only works with clients but also consults with other professionals in the community and with persons important to the clients in order to mobilize all the information and resources necessary to carry out and evaluate these decisions.

In the dissemination of information, some agencies working with the unemployed have found that the usual methods of getting information to the people who need it the most have not been very successful. The use of news articles and advertisements as well as radio and television announcements has not proved to be fruitful in reaching the unemployed. Those agencies have found that handbills and posters placed in public places in local neighborhoods and the use of outreach personnel in personal contacts with the unemployed and with personnel in other helping agencies have proved to be more productive. Instead of providing printed or audiovisual materials, some agencies find that going directly to work sites with their clients for observation and interviews has proved to be much more meaningful to the unemployed.

Many agencies have found that it is necessary to improve the unemployed person's self-image and self-respect before any attempt can be successfully made to use occupational information of any type. Individual counseling and group procedures are used in areas such as communication skills, self-concept building, assertiveness training, dealing with sex bias and stereotypes, attitudes toward work, expectations of employers in terms of attendance and performance on the job, and how what is learned at school or in training class is related to a job.

Most agencies helping the unemployed report that information materials are more productive if their clients are actively involved in the selection and use of the information. When information is just pulled out and given to a client or when a client is sent to a job site for information or placement without cooperative planning in advance, agencies find that few or no successful results become evident. Several examples of client involvement which paid off in more successful training and placement were: clients' searching for and writing up information on the occupation of most interest to them with two alternative choices; computer-assisted occupational information; actual work site experiences jointly selected by the counselor and client use of a widening occupational roles kit; compilation of employment skills needed in the most numerous job openings in the area; putting together a sample folder of jobs located in one or more local business or industry; small group interaction among clients, counselors, and representatives of workers and employers; question-and-answer sessions with these groups; interviews with personnel managers and potential employers; and use of an occu-sort type of interest inventory.

Although the use of want ads has not proved to be very productive in informing potential agency clients about possible programs and services, agency staff report that newspaper ads, especially those found in Sunday editions are immediately contacted. Some agencies also report that the best source of professional, managerial, and clerical jobs is private, fee charging agencies even though the jobs and salaries are sometimes misrepresented. The best source of all types of job referrals is sometimes reported to be tips offered by friends and relatives. Letting your fingers do the walking through the yellow pages is also advocated as a good way of listing all firms in an area which have the types of jobs needed by clients.

In summary, accurate and valid occupational and career information can be used in a large variety of ways by counselors to assist youth who have not yet been employed and adults who have become unemployed in making decisions which will be helpful in entering or returning to the work force. Information may be used to increase awareness about the world of work and to increse knowledge about the jobs and training that are available so that informed choices can be made. Information can be employed to motivate the unemployed so that they will become more interested in exploring training and placement on jobs. Information can facilitate the exploration process by providing the unemployed with the facts they want to know about occupations. It will help them discover the courses of action that are possible and ways the different alternatives may affect the future. Information will assist the unemployed in applying for and entering into training and employment. Occupational information will assist youth and adults entering or reentering employment to cope with training or job negotiations, to learn the duties and skills needed for the job, and to develop abilities to relate effectively with employers and co-workers.

In order that information can best serve the unemployed in the above ways the counselor must be skilled in selecting, evaluating, classifying, and organizing information so that it will be accurate and valid, meet the needs of all clients, and be easily accessible for use by those served. Counselors must also have individual and group counseling skills as well as knowledge of group guidance methods which will permit them to use occupational and career information effectively. Only when the counselor possesses this knowledge and these skills will the unemployed be able to see the purpose and utility of information and be able to assimilate it so that good decisions can be facilitated.

All youth who have not entered the work force and all unemployed adults have the right to receive accurate career information and assistance from counselors in its effective use. By making such information and assistance available to the unemployed, counselors can assist them in their vocational development and guide them toward a more satisfying life.

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CHAPTER 13

Career Guidance Techniques that Work with CETA Participants in Bergen County

Louis Dodge

INTRODUCTION

Michael Harris was 26 years old, married, and the father of 3 children. Due to his criminal record, Michael was also having a great deal of difficulty finding a job which would enable him to meet his financial responsibilities. Through a friend he learned about the local CETA program and decided to make an appointment to speak to a counselor. In the interview Mike told the counselor of his problem and also stated that he really did not have a very good idea of what to do. Up to that point he had been looking for any job that would pay enough money to take care of his financial obligations. He was angry and frustrated and didn't know what his next step would be.

Mike's counselor referred him to the Career Planning Decision Process Project to give Mike an opportunity to evaluate himself and his situation and to become aware of the alternatives open to him. He spent seventeen days in the program participating in the various activities geared toward helping clients experience the decision process. By the time Mike had completed this program he had decided on a career which he felt would satisfactorily meet his financial, emotional, and intellectual needs as well as future goals. Mike also had devised a career plan which he felt would enable him to obtain the training and education necessary to accomplish his chosen career goals.

Mike has maintained contact with me and other staff members of the Career Planning Decision Process Project over the past year and a half and has kept us informed of his progress. Today Mike is employed in a job related to his career goal. He realizes it may take him several years yet to complete his plan, but he enjoys what he is doing and feels confident that he will achieve his goal.

Michael Harris' situation is representative of those faced by many CETA participants. The external obstacles which need to be overcome may vary from person to person, but in a significant number of cases the confusion about what one can do and what one would like to do is similar. Often, due to economic circumstances, the jobs CETA participants may have previously held were chosen more on the basis of meeting immediate financial needs with little consideration given to how satisfying the work might be. The result was frustration, discouragement and a great deal of anxiety about where to go next. Many try a variety of jobs hoping eventually to find the right one. Others drift along in jobs they don't like but can't afford to give up. In an increasing number of cases, there are housewives who suddenly found themselves, either by choice or necessity, looking for work. Still other cases concern youth, recently out of school, who do not know where to look for work or what work to look for. In all cases the same basic need is evident: work which not only allows them to meet financial and material needs but is also personally satisfying.

Providing career guidance is a very important part of working with CETA participants. It is beneficial to the participant in that it takes into consideration not only the placement of that individual but also how satisfying that placement will be in meeting as many of his/her human needs as possible.

Career guidance is practical in working with CETA participants. By providing participants with career guidance prior to placement in education/training programs, administration and staff of comprehensive employment and training programs are better able to make accurate placements because the needs of the total person have been taken into consideration. The more satisfied the participant is with the placement, the better the chance he/she will complete it successfully.

Career guidance makes the participant a part of the decision-making process with regard to that person's future plans and goals. The more a part of this process the participant is, the more committed he/she will be to succeed at implementing decisions made.

THE CAREER PLANNING DECISION PROCESS PROJECT

This project was designed to aid clients in making decisions about themselves and the possible jobs/careers which may provide them with the greatest degree of satisfaction in terms of their individual needs, values and self images. This is facilitated through participants' direct involvement in the decision-making processes as they are discussed in this paper.

PROGRAM OBJECTIVES

One of the most important elements for anyone who wishes to succeed at a given task or within a chosen field is a positive, and yet realistic, sense of self. For this reason the primary objective of the Career Planning Decision Process Project is to help participants become aware of the capabilities and potential they possess. This is particularly important for the population served by the project since, in a great many cases, previous experiences in the world of work have proved to be discouraging and frustrating and have caused many to doubt themselves and their own worth. The activities the participants experience while they are enrolled in the program are all geared toward helping the participants become more aware of what they can do. Through Life Skills classes participants become more aware of successes which they have already achieved but which previously they have not regarded as important. Through laboratory experiences participants realize that they are capable of performing job-related tasks in a satisfactory manner. By sharing their past and present experiences with one another in group sessions, participants receive support and encouragement for who they are and the base on which build a future.

As participants progress through the programs and a more positive self-image begins to take root, it becomes less difficult for them to accept their limitations. The result of this is a set of carefully and critically analyzed career decisions based on a positive sense of where they are and what they can do and a realistic appraisal of the obstacles still to be overcome.

This development of a positive sense of self is the single most important objective of the Career Planning Decision Process Project. The career exploration, planning and decision making that take place flow from this sense of self. The motto of the program is, "Let everyone become all they are capable of being." The first and most basic step in the process is helping participants become aware of all their capabilities.

PROJECT COMPONENTS

The major elements of the project as they were developed are:

- Career Experience Laboratory
- Life Skills Employability Laboratory
- Individual and Group Counseling
- Career Planning Portfolio

Career Experience Laboratory

The Career Lab consists of thirteen Singer Vocational Evaluating Work Stations and one Edu-systems work station. Purchasing a ready-made system made it possible to pull together a broad range of job task samples. The job task samples provide the hands-on reality testing and observable behavior base needed for the program.

The concept of a Vocational Evaluation System was significantly modified to move the emphasis from "a demonstration of the ability to perform," to "a set of stimuli that caused clients to consider alternatives."

The vocational evaluation techniques of the work stations were, of course, important to the project. The major difference being that clients and counselors take into consideration client interests, likes and dislikes and potential in addition to performance.

The following are the technical names of the 14 work stations within the Career Experience Lab. Readers are cautioned to understand that the project has deemphasized the "name" of the work station and has emphasized the broad application of the tasks represented.

Work Stations

- Bench Assembly
- Electrical Wiring
- Metal Work Occupations
- Medical Service
- Soil Testing
- Production Machine Operating
- Refrigeration, Heating and Air Conditioning
- Drafting
- Soldering and Welding
- Small Engine Service
- Cosmetology
- Photo Lab Technician
- Data Calculation and Recording
- Clerical

Life Skills Employability Laboratory

A total approach to the career decision-making process requires that individuals become aware that they are human beings with needs, values, and wants, and that they must develop realistic plans if they wish to achieve their goals. To address this aspect of the project, it was decided to integrate units of the Life Skills Employability Series developed by Dr. Winthrop R. Adkins of Columbia University. The units which were selected for use both support the overall objectives of the project and aid in stimulating "reactions" which are dealt with in the group discussions.

Further, these units support the experiences of the Career Lab and help move clients into the planning stage. One unit is especially designed to equip clients to better present themselves and their decisions to comprehensive employment and training counselors, potential employers, and others who may be instrumental in facilitating clients' career plans.

Counseling

All of the activities of this project would be of little value to the clients without the opportunity to sound out ideas and reactions and to focus on the information resulting from the activities.

The structured and unstructured group sessions of the project are the central point of the project. It is in these group sessions that clients begin to view themselves differently and begin to formulate important decisions. The group sessions also provide clients with a sense of identification with others who must make similar decisions, with an environment in which to test their ideas, and a sense of group support.

The counselors are able to use the group sessions to "check out" observations they have made and help clients focus on the outcomes of other activities.

Career Planning Portfolio

One of the major tasks of the project team during the developmental stage of the project was to put together a tool or guide to career planning which would be used by clients during and after their participation in the project. This collection of worksheets and activity sheets is entitled "The Career Planning Portfolio" to indicate the idea of pulling together information, reactions, plans, and strategies into a portfolio of career planning. At the beginning of the cycle in which he/she is enrolled, each client is given a three-ring binder containing all of the necessary materials.

Some of the materials included in the Career Planning Portfolio are:

- orientation materials
- financial needs review
- educatioinal and training review
- career lab reactions
- training goal setting worksheet
- lab activity sheets
- personal experience inventories
- information gathering techniques (library information worksheet)
- personal values review

- pre and post surveys of attitudes on job/career planning
- personal histories
- personal preferences review
- work experience review
- educational goal setting worksheet
- strategy planning
- career cluster information
- occupational exploration (library information worksheet)
- discussion exercises
- project evaluation instrument
- copy of staff report to CETA counselors

POPULATION SERVED

The original project was established as an experimental program in 1976 to help meet the career guidance needs of the CETA adult population (18 and over). Referrals were made to the project by CETA counselors on the basis of participants' present needs and their awareness of future goals and plans. The following recommendations regarding potential participants were given to counselors to be taken into consideration in making referrals to the program. They reflect the population which the project staff felt would be most likely to benefit from the experiences of the project.

- People who have little or no prior work history;

- People with few or no real employment or career plans;

- People who are in life transitions caused by the elimination of their jobs or careers, or who are unable to continue in their previous jobs or careers;

- People who have job/career goals which at face value appear unrealistic; and

- People with job/career objectives which are unattainable on a short-term basis and who may therefore need to develop interim job/career objectives.

In the past year the project has expanded from the one original location to an additional seven. Consequently, we are working with a broader segment of the population. This includes both in-school and out-of-school youth as well as people who have postsecondary, and in some cases, post college education.

The majority of the people we work with are eligible for the services CETA can provide. Because their economic situation represents a significant obstacle to the implementation of their career plans, careful consideration must be given to the immediate as well as the future financial needs of each participant.

The population which the project serves is diverse. It includes people of both sexes of all racial and ethnic groups, religious and social backgrounds, and of all ages over 14 years of age. Despite differences in culture, background, age and sex, these people share a common goal: to find a job or career which will effectively meet their emotional, psychological, and material needs.

COMMUNITY LINKAGES

The implementation of the Career Planning Decision Process Project is supervised and monitored by staff of Bergen Community College. The various project locations are funded through a grant from the Bergen County Community Action Program. Project sites have been established at the following locations:

1. Bergen Community College, Adult Learning Center in Hackensack, N.J. (This site primarily serves an adult population.);
2. Bergen County Community Action Program Multi-services Centers in Garfield, Englewood and Hackensack (Those sites serve Bergen County youth who are eligible for CETA services.);
3. Rutherford High School;
4. Teaneck Library in cooperation with the Teaneck School System;
5. Englewood Alternate School; and
6. Northern Highlands Regional High School.

Programs which now operate in cooperation with local school systems serve the inschool student population during regular school hours and CETA eligible youth in the afternoon hours from 3:00-6:00.

The project site at Bergen Community College, Adult Learning Center also receives referrals from the local Employment Service office and other Bergen County social service organizations. These persons are enrolled for the evening program which serves both CETA and nonCETA participants.

THE PROCESS

Who am I and where am I going? These are the questions which participants, with the help of the counseling staff, begin to answer while they are enrolled in the Career Planning Decision Process Project Program. Activities are geared toward providing participants with experiences which will help them understand themselves and identify appropriate career fields which will meet their needs.

Through their experience in the Career Lab, participants become aware of tasks and responsibilities they would be required to fulfill in a variety of jobs careers. With the counselors' help they also understand how behavior patterns and work habits, which become apparent as they experience the different labs, will affect their ability to obtain, hold, and advance in a job. Counselors discuss participants' feelings and reactions to Career Lab experiences with them and help them to understand the relationship of these to previous experiences and to their interests and abilities. Analysis and discussion of these areas is also reinforced in the Life Skills component of the program. Through this activity participants think about and discuss the needs and goals they would like to satisfy through the work they choose to do. In addition they learn how to explore careers and to identify the information they need to obtain in order to make an effective decision.

The focal point of the program is the group sessions which are held on a regular basis. Through these sessions participants are aided in processing the feelings and reactions they are experiencing and the knowledge they are gaining through the program. In the group sessions participants react to one another's ideas, plans and decisions, pointing out possible obstacles and suggesting methods of dealing with them. Under the counselors' guidance people help each other become aware of their potential. For many participants, the acceptance and feedback they receive from the group is the key element in helping them overcome their lack of self-esteem and become willing to take the risk involved in making a decision. Perhaps this was best illustrated by one client who thanked the group for ". . . helping me feel, for the first time, that I could succeed.".

OUTCOMES

At the present time a final report is being prepared which will delineate in narrative and statistical terms the success the project has had. This success is also testified to by the commitment that Bergen Community College, the Bergen County Community Action Program, the Teaneck, Englewood, Rutherford and Northern Highlands School Districts and the various project staffs have made to it. Ultimately, of course, the value is seen by the effect it has had on students who have participated in the project. The project staff is still in contact with students who completed the program weeks, months and even as far back as a year and a half ago when the project first began. Students keep the staff informed of their progress and, if needed, meet with staff members to discuss problems they may be encountering. Perhaps the best recommendation for the project was given by a former student who returned several months after completing the program and told the staff: "The project got me started. It helped me see what I could do."

CHAPTER 14

Placement and Referral—Keys to Community-Based Guidance Services

R. S. Wormus

With over 6 million individuals currently unemployed in the United States and an unemployment rate upwards of 20-50% in various minority groups, the need for effective placement in the CETA-based guidance programs is paramount. Each day thousands of adults, young and old, will be enrolling in CETA programs across the nation. Though they will learn new skills, receive intensive personal counseling, and overcome tremendous social problems, the criterion for judging their success or failure in this new adventure will be the realization of a common goal: to find a job.

The placement and referral process offers the CETA counselor the necessary motivation to help each individual succeed during training. The difference between the students who fail to acquire new skills and the students who successfully complete the program is the level of motivation toward their goal of finding employment. The guidance delivery system must constantly reinforce this goal by placing its priority on a highly visible placement and referral program.

To fully understand the concept of placement as a motivational resource, placement must be viewed as a dynamic "process" rather than a single act upon the completion of training. This process encompasses not only the learning of new skills necessary to find a meaningful job, but the changing of the entire self-concept of each trainee. It means a change from individuals who view themselves as "unproductive, aimless and negative" to individuals who have a "productive, goal-oriented and successful" self-image. Employment offers individuals an incentive to free themselves from this negative pattern of living and take on a new role of having some positive control in the shaping of their own lives. As CETA participants see other trainees with similar problems and backgrounds adapting to these new roles and succeeding, their personal motivation will be reinforced. This process of reinforcement works for the entire staff as well as the individual students. When successful placement and referral techniques are highly visible, the teachers and counselors will be more positive toward the entire program and feel more as a team. This team-approach will further motivate the trainees and create a positive cycle of success for the overall counseling program.

At Pacoima Skills Center, placement is an ever-present link in our guidance delivery system. Situated in a low-income, poverty area in the northeast San Fernando Valley approximately 50 miles from downtown Los Angeles, Pacoima Skills Center is a CETA funded training agency run under the auspices of the Los Angeles Unified School

District. The center offers training in six vocational subjects or clusters: clerical, medical office procedures, machine trades, welding, auto mechanics, and property maintenance and repair. In addition to classroom training, On-the-Job-Training (OJT) programs are provided in auto mechanics, dry-cleaning, and culinary arts.

Pacoima Skills Center is one of seven skill centers administered by the Los Angeles Unified School District in the Los Angeles area. Funding is provided through two prime sponsors, the *City* and *County* of Los Angeles. To reduce the possibility of duplicating services, each skill center meets the vocational needs of its particular geographic area. A central manpower office handles the broad areas of writing proposals, budget and fiscal matters, and overall administration of all seven centers.

Each individual skills center, based on manpower training areas throughout the City of Los Angeles, has its own principal and staff. The staff consists of instructors, counselors, and clerical/custodial support. Staff varies in hours depending upon their particular scope of responsibility.

At Pacoima Skills Center there are nine instructors and five counselors. Both instructors and counselors must be credentialed by the state of California. All staff must have at least five years of experience in industry to meet credential requirements. Though counselors are encouraged to take counseling courses, there is no required credential for counseling. Both instructors and counselors have a 25-hours per week assignment. Counselors are classified by their particular areas of responsibility: (1) intake and testing, (2) attendance and payroll, (3) statistics, (4) recruitment and media, and (5) job development. In addition to the prime area of responsibility, each counselor is assigned a caseload of trainees based upon training clusters. All placement is coordinated through job development. Enrollment is continuous with students enrolling and terminating weekly.

All phases of the skills center's operation are closely monitored by the prime sponsors. Statistical reports are compiled and submitted monthly to both the City and County of Los Angeles. Also, a report is presented internally to our central manpower office at weekly principals' meetings. As with most CETA funded agencies, each prime sponsor sets its own program objectives. The City of Los Angeles, which funds approximately 80% of our program, requires that 80% of all participants in their plan be positive terminations, i.e., employed or referred to related training. Accountability is a constant factor in the success of each skill center.

Pacoima Skills Center has consistently performed above the required plan of its prime sponsors. Last year an average of 85% of all students enrolled found employment. We feel the reason for this significant success rate is the prominent role of placement and referral throughout the program. We have incorporated into the objectives of CETA the objectives of each individual participant: the need to make a positive change within their lives. Hopefully we have used statistics to measure our own internal environment of success. In addition to breaking down statistics for prime sponsor reports, the statistician on campus keeps an accurate picture of who is entering and leaving the classroom. Also, a weekly bulletin, consisting of all terminations and placement information, presents a highly visible focus on placement. Thus, the placement and referral process at Pacoima Skills Center provides a means by which trainees can successfully meet not only CETA objectives, but also, and far more importantly, their own personal objectives.

Due to the particular problems inherent in a disadvantaged, low-income population, and to provide an intensive counseling relationship, the number of students at Pacoima Skills Center is kept small with a class limit of thirty students. Though two skills centers in Los Angeles have initiated youth funding, the participants at Pacoima Skills Center must be 18 years or older. The median age is 25, with some trainees in their 60s. Student ethnic breakdown is based on City and County guidelines dependent upon the geographic area served. Pacoima is a highly urban area with a high population of black and Hispanic groups. Most trainees have had an unstable work history with little or no work experience at all. Since a majority of referrals to the center come from other community agencies, there is a high percentage of welfare participants, ex-offenders, and high school dropouts. Yet all trainees have at least one positive characteristic: they have made a decision to change their lives! No matter how temporary or fluctuating this decision may be, it is a start. It is the common bond among trainees which the staff utilizes to affect a positive change in their behavior. Hopefully this change will result in their acquisition of skills and eventual placement or referral to other training.

Because of the unique problems and overwhelming history of academic failure predominant in our student population, we simulate an on-the-job setting whenever possible. Employability and job preparation are as important to each trainee as are supportive services and the curriculum. Without this ever-present link between the world of work and the world of school, the vocational training becomes just another school in which the trainee is triggered to fail again.

Anticipating this pattern of failure, Pacoima Skills Center has initiated three main priorities in its counseling program:

1. To establish a learning environment which will assist each trainee to reach his/her goal with dignity and respect.
2. To provide a counseling framework whereby students feel open to discuss all types of problems.
3. To maintain a constant program of inservice training including current labor market conditions to all staff.

To establish a positive learning environment, trainees have an active and responsible role in determining their vocational objectives. At Pacoima Skills Center, determining eligibility and intake are part of our internal counseling system. During the intake process each potential trainee must pass a series of tests at a basic education level—fifth grade. The tests, which consist of paragraph reading and simple arithmetic, were approved by our community and business advisory board and are under continual revision to meet current business needs. If a student does not pass the testing process, he/she is allowed to retake the test in thirty days or is referred to another agency for tutoring. Ninety-three percent of all those who enter the testing process pass the test. Thus, having made the first "successful" step toward realizing his/her goals, each individual begins the training. For some of our trainees, this follows months or years of recurring failures. Though this initial success is reinforced throughout the training, it is primarily utilized in helping the trainees develop a more positive self-image.

The second step of the intake process is the employability interview. During this interview the intake counselor discusses what the potential trainee hopes to accomplish at the center. Together they examine the various training clusters and determine which would benefit the particular needs of that individual. Also, economic eligibility for CETA training is assessed at this point. If the individual is not eligible for training, a referral is made to another vocational agency. The intake counselor must be familiar with both labor market conditions and local community agencies for suitable referral. Thus, the placement process has begun even before the trainee has entered the classroom.

The third and final step in the intake process is orientation. Orientation consists of two days in which trainees attend classes and decide if our program is right for them. It is exploratory in nature and allows the potential trainee to participate in actual training classes. During these two days instructors evaluate the individual in terms of behavioral objectives. The behavioral objectives describe the trainee's ability to follow directions, to be punctual, and to get along with other students and staff. On the second day of orientation, instructors and counselors meet to discuss their evaluation of each potential trainee. If a trainee does not pass this final step, he or she again meets with a counselor. He or she is given the choice to return the following week and repeat the orientation or drop out of the program.

Hopefully, having been a responsible participant during the intake process, the student starts his/her training on the week following testing and orientation. Throughout the training, instructors work closely with the counselors to assist trainees in meeting their goals of becoming job-ready. Hence, curriculum is interwoven into the placement process by evaluating trainees in terms of job-readiness—the skills necessary for entry into the job market. As mentioned previously, the training environment resembles actual industry conditions (whenever possible) and classroom training is kept to a minimum in favor of "hands on" training (whenever feasible).

To provide an open counseling framework, each trainee must meet with a counselor during his/her first two weeks of training. The counselor and trainee discuss the training program and decide what definite objectives the trainee will realize during his/her twenty weeks at Pacoima Skills Center. They review in detail the student's background and the particular problems that led to his/her being unemployed or underemployed. Environmental factors affecting the student are examined. The format used for this counseling is the Employability Development Plan. It is a plan of action designed to meet the individual needs of the trainee. The counselor facilitates interaction with the trainee so he/she may evaluate strengths and limitations, apply them to desired goals and aspirations, and strive meaningfully to attain those goals during the weeks ahead. Some of the factors discussed are the following:

1. Expectations regarding training
2 Physical ability
3 Educational level
4 Communication skills
5. Transportation
6. Past work history
7. Appearance and grooming
8. Handicaps
9 Child care arrangements
10 Attitude toward instructors and staff

Very important is the fact that the plan is dynamic and changeable. While the employability plan is begun at this initial interview, it is reviewed and revised throughout the counseling relationship. The trainee's responsibility for attaining the goals is emphasized as well as the openness of the counselor to revise the plan whenever necessary.

This constant interaction between the counselor and the trainees should be encouraged by effective communication within staff. The trainee's first line of communication at the center is the instructor. Due to the nature of our student population, problems are bound to occur. Before any problem reaches the attention of a counselor, that problem may have existed in the classroom for days or even weeks. Often day-to-day problems can be resolved by the instructor. But with 25-30 trainees in each class, situations will arise which will be overwhelming for even the most industrious instructor.

At this point, the instructor will make a decision on whether to refer the individual for counseling or try to deal with the problem directly. This is a critical point in the entire counseling program. Under ideal conditions, the decision to refer the trainee for counseling seems obvious. But as we all know too well, conditions in most CETA agencies are, in reality, far from ideal. The decision to refer to counseling will depend upon the number of counselors and the degree of communication within the staff.

If the referral is not made to a counselor, the problem inevitably will increase and cause the trainee to drop out of the program. At this point the immediate problem has been solved for the instructor, but the trainee and the overall program suffer a far greater situation than whatever was the initial problem. Because of a lack of communication between staff members, the trainee has failed again. As the student drops out, the responsibility of that individual is passed through counseling to the placement and follow-up personnel. Thus, measures to increase staff communication will have a direct effect upon not only the counseling staff, but on the Center's placement personnel as well.

Increasing staff communication will involve building support structures for the classroom instructor which will foster a close working relationship with the counselors and placement staff. Various methods of doing this include (1) setting up weekly meetings of the staff to reduce the stress and frustration the instructor faces daily; (2) focusing on daily conferences between the instructor and counselors in anticipating problems with students; and (3) bringing in speakers from various community agencies who will assist the entire staff in understanding special trainee problems such as epilepsy, drug abuse, alcohol, mental health, welfare, etc. All of these methods are aimed at increasing staff awareness of the overall goals of the training agency and at promoting an understanding of the special needs of CETA participants.

Placement depends upon this continual flow of communication between trainees and staff. The most effective means of placement in terms of quantity and quality is through the classroom instructor. The instructor is far more familiar than any counselor with the skill level of each trainee and the qualifications necessary for a particular job. The credibility of the entire placement system with the local employer community will depend upon the accurate evaluation and appropriate referral of each trainee. Without the instructor's support, the placement system can have no credibility. Again, communication among staff members directly affects the success or failure of the trainees.

The placement counselor should coordinate job information, the referral process, and interview follow-up around each instructor, focusing upon their importance in the placement process. Also, employers from the local community can be encouraged to visit the center and meet with instructors. Likewise, field trips to industry can be scheduled periodically to demonstrate actual job conditions. The placement counselor should act as a liaison between industry and the training facility, tuning in to current employer needs and anticipating future labor market conditions. Workshops or seminars in job search and interview techniques can be developed for each instructor and his/her trainees using personnel representatives from industry. Counselors and instructors should be encouraged to attend trade association meetings and conferences within their training speciality. All of these techniques will further the exchange of information between the training facility and local industry. This will benefit both the instructors and the trainees, in addition to providing employers with good exposure to the CETA program.

As communication increases and a more positive environment for learning and counseling evolves, placement will become more effective and will require fewer staff members to accomplish greater goals. Employers and referral agencies will begin to recommend the center to others. Recruitment will grow as trainees realize that the objectives of the program reflect their own goals. The most satisfying feeling, which occurs almost daily at Pacoima Skills Center, is to see students return after six to eight months to tell about their recent promotions and the changes in their lives. A call from an employer for someone just like the last person who was referred also gives that same satisfaction.

None of this happens overnight. It requires strong emphasis on the placement and referral process. Using placement as a vehicle for change will not only bring about a far more positive self-image in the trainees, it will have a positive effect upon the entire agency.

CHAPTER 15

A Peer Counseling Approach to Training Community-Based Employment Counselors

George S. Lulos

INTRODUCTION

The Office of Career Education is a five-year old service department of Glassboro State College. It is a community-oriented service department which specializes in four areas of the fields of Vocational and Career Education:

1. Teacher training (pre- and in-service)
2. Development of curriculum, handbooks, and other materials
3. Technical assistance in evaluation and communications
4. Training and technical assistance to community agencies

The Office of Career Education works with school districts, county education offices, and community and government agencies in seven counties in South Jersey. Through both a regular series of off-campus graduate courses and federal and state grants, the Office has trained over 2000 people in vocational and career education.

Because of its own role, which is evolving due largely to its community service posture and mission, and because the fields of career and vocational education are in a state of transition, the Office is always searching for new ways to serve the schools and the community and to meet emerging needs. Emerging needs and programs with potential to meet those needs are identified through regular contact with people served, literature reviews, and monthly meetings of the South Jersey Career Education Consortium, an informal group of people from seven counties who are involved in career education. It includes representatives from schools, colleges, CETA prime sponsors, community agencies, business, and labor.

The most prepossessing and evident community problems have continued to be unemployment and underemployment. One specific and major programmatic need related to the employment problem was that of the coordination, management, and utilization of resources that could work or were working on the problem. Several specific factors were identified as contributing to this need.

1. While CETA has grown like Topsy, it has grown in response to quantitative demands that keep outstripping its resources. New staff often do not have

adequate preparation for all the dimensions of their roles, such as counseling; and, they do not have sufficient time per client to conduct effective, continuous one-to-one counseling.

2. The orientation of CETA, and of many vocational education programs, is toward training rather than toward affective development of a career development framework within which training properly fits.

3. Many people with employment needs or objectives have contact with community or government agencies other than CETA. Often their pressing problem is not employment, or else they are simply more familiar or comfortable with some other agency. Yet the staff members of those agencies are rarely trained in employment-related areas, especially counseling. Nevertheless, they must deal with such areas both because the employment-related areas are interdependent with other problems with which they can appropriately deal, and/or because they know that to deal with people effectively is to deal with them holistically.

At the same time, a technique called peer counseling was emerging in the literature and seemed to have potential applicability to these problems. The advantages of peer counseling are listed below:

1. It recognizes and capitalizes upon the primacy of peer influence in interpersonal interactions and development,

2. It helps people to help themselves as well as others, increases the chance that they will become more self-reliant and self-sufficient,

3. It frees professional time to be used more efficiently elsewhere, such as on particular or severe individual problems, and

4. It has a multiplier effect on the social and community resources available in relation to employment.

While the literature was very favorable toward peer counseling as a process model, the contexts in which it had been tried seemed limited in scope. It seemed not to have been tried in a community-based, employment-related context.

Hamburg and Varenhorst (1972), in the secondary schools of Palo Alto, California, trained high school students to function in a counseling role with other students having adjustment problems. In this role, the peer counselors helped student participants with personal problems, with improving social skills, with finding jobs, and with a variety of other concrete problem areas. Vriend (1969) in Detroit, Michigan, made an attempt to improve the academic performance of low-performing inner city high school students. Achieving students were trained to function as peer leaders in groups of low-performing students. In the counseling sessions, peer leaders focused mainly on supporting achievement-oriented attitudes and behavior. The findings demonstrated that achieving students can be trained to function as peer leaders and that they can be successful in helping low-performing students to develop attitudes and behavior that improve school performance.

A somewhat different, yet related study was done by Beier and others (1971) to determine the efficacy of a community's self-help efforts. The study took place in Susanville, California. Adult residents and high school students were trained to work with families having adjustment problems. They received seven weeks of training based on a communication model. All members of the family were assumed to contribute to the problems presented. In the counseling sessions, trainees focused on interrupting the reinforcement patterns which maintained a family's difficulties. The findings showed that lay members of a community can be trained to function as counselors and that they can successfully help families to deal more effectively with their adjustment difficulties.

A number of peer counseling models have been used successfully with college students (Zunker and Brown, 1966; Mattson, 1970; Ware and Gold, 1971). The programs dealt with students having adjustment problems and with inner city youth entering the academic environment. The model was also successful in sensitizing school personnel to the primary prevention of alcohol abuse (Simeone and Klaczynska, 1976).

Moreover, a review of funded projects on career counseling, guidance, and placement services showed that a majority of these projects were basically school based and served primarily students at the secondary and postsecondary levels. Involvement with the community was limited in that it was confined to business, labor, industry, and parents on matters related to placement, field trips, resource speakers, volunteer workers, etc. Projects like the Cooperation for Careers at Centralia College, Washington, and the Cooperative Rural Career Guidance System developed by Northern Michigan University and the National Center for Research in Vocational Education, have built-in linkages between schools and the community. No existing projects could be found that incorporated the two features, peer counseling and using adults as volunteer counselors and trainees for the community itself.

Both the literature and local needs pointed to the desirability of trying out the peer counseling process as it might apply to employment problems and in a community-based delivery system. A project funded under Part C of the Vocational Education Act for 1977-78 gave Glassboro State College an opportunity to try such an approach in cooperation with CETA and other community agencies.

PROJECT DESIGN AND ORGANIZATION

PROJECT OBJECTIVES

The objectives of the project designed by Glassboro State College were as follows:

1. To adapt and apply a model to train counselors in techniques that mesh principles of peer counseling and vocational counseling.

2. To study the effectiveness of this training model by monitoring the applications of those techniques by the trained counselors in their existing settings.

In the service of these major objectives, the project had the following Process Objectives:

1. To recruit service staff members from existing community centers who qualify as peers of the clients served by those centers.

2. To train the volunteering staff members in a combination of vocational and peer counseling techniques, in the context of a formal training period and a follow-up internship type of monitored application of these techniques.

3. To monitor and study the effect of the training, as judged by the satisfaction and performance of the trainees as well as by feedback from counseling clients.

ACTIVITIES

The activities which occured preliminary to the actual training itself are discussed briefly in this section.

1. ***Literature Search***—The intent of this literature review was to gather and evaluate materials that the training staff could use in the development of a curriculum for the training workshops. Traditional literature dissemination networks were searched as were listings of relevant funded programs. This search turned up a myriad of diverse documents out of which the staff selected and adapted the materials used in the training program.

2. ***Preparation of Materials***—Project staff members used their experience in the fields of career guidance, counseling, affective education, and career education to develop goal statements, a tentative agenda for the workshop, and extensive lists of activities aimed at satisfying the stated goals. The structured activities were subjected to criteria aimed at assessing their applicability to the workshop goals, their enjoyability, and their ease of application. New activities were created and activities developed elsewhere were revised and adapted for use in the program. In all, over fifty separate structured group activities were planned for the workshop.

3. ***Administrative Details***—Since the workshop was to be offered for academic credit by Glassboro State College, the program syllabus was submitted to the appropriate academic committee for review and approval. The program was approved for three hours of undergraduate credit in Counseling Education. A suitable room was reserved for the duration of the workshop, and necessary paperwork was completed to work the program into the Glassboro State College administrative system.

4. ***Recruitment***—A solicitation brochure was prepared and sent out to over 150 community social service agencies in the South Jersey and Southeastern Pennsylvania areas which offered career counseling to adults or out-of-work youth. Press releases were distributed to local newspapers, and personal contact with key personnel throughout the area was made by project staff. Seventy responses were received by project staff; thirty applicants were accepted for participation in the program.

5. ***Registration***—The first difficulties encountered in the project occurred on the first night of the workshop. Although maps and instructions were enclosed in a registration packet mailed prior to the meeting, the location of the meeting place caused a great many severe problems among participants who eventually found it. The weather also contributed to the difficulty. Heavy rain and strong

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winds created travel hazards and tended to discourage people who had to travel significant distances to attend the workshop (in some cases a 50-mile round trip). These factors served to limit the first night's enrollment to seventeen participants. The demographic breakdown was as follows:

Community Service Agencies	6 participants
Educational Institutions	7 participants
State/local Agencies	4 participants

THE TRAINING PROGRAM

Project participants took part in a two-phase formal training program. The first phase focused on peer counseling and the second on employment skill training. These two components were interwoven throughout the training program to emphasize the close relationship betrween the two in the counseling of unemployed and underemployed adults. The workshop schedule for the training program follows:

Workshop Schedule—The Peer Counseling component followed this schedule:

Session 1 (Dec. 9)	Friday Evening
Session 2 (Dec. 10)	Saturday Morning
Session 3 (Dec. 10)	Saturday Afternoon
Session 4 (Dec. 11)	Sunday Morning
Session 5 (Dec. 11)	Sunday Afternoon
Session 6 (Dec. 13)	Tuesday Evening

The Employment Skills Training component followed this schedule:

Session 1 (Jan. 3)	Tuesday Evening
Session 2 (Jan. 10)	Tuesday Evening
Session 3 (Jan. 17)	Tuesday Evening
Session 4 (Jan. 24)	Tuesday Evening
Session 5 (Jan. 31)	Tuesday Evening
Session 6 (Feb. 4)	Saturday all day

Employment skills in the broadest sense consist of a whole constellation of abilities and attitudes that enable a job seeker to find and to approach the potential employer with confidence and enthusiasm. One of the main failings of existing job counseling programs stems from counselors' inability to foster these qualities in their constituents. It is not enough to tell an unemployed adult where to look for work and how to fill out an application if that person carries a painfully weak self-image. The challenge to which this project addressed itself was the training of counselors in techniques to enable them to help their clients approach the job search with a strong self-concept and a sense of control and strength.

THE PEER COUNSELING COMPONENT

The peer counseling portion of the project focused on the following areas:

1. Building self-confidence

2. Developing a positive self-image
3. Examining personal and career goals
4. Building a better understanding of others
5. Developing communications skills
6. Examining the quality of the relationships in our lives

Workshop participants learned peer counseling techniques by taking part in one model of the program. They then adapted this model to suit their own counseling needs.

In its design, peer counseling makes prominent use of positive reinforcement as modeled in the Achievement Motivation Program and communication concepts patterned after work done by Dr. Thomas Gordon in Parent Effectiveness Training. It consists of a structured series of educational experiences that focus on the strengths and potentials of the program participants. A primary goal is to enable the people participating to gain and to enhance their own awareness of their strengths, constructive aspects of their life styles and who they are. Since people commonly think of themselves as they think others think of them, this becomes an important part of the program. Peer counseling helps people assess the impact that they are having on others and supports them in building a more constructive and positive self-concept.

The program is structured in a series of group sessions which focus on getting acquainted, building trust, caring, and promoting openness in the participants. Each session consists of four elements.

1. ***Goal Setting***—Through setting goals and meeting them, participants build self-confidence and a sense of success. This also provides a framework for achieving relationship goals later in the project.
2. ***A Primary Task***—This is the major task for each meeting and may focus on building self-image, improving communication skills, or clarifying personal value systems as they relate to self-perception and relationships.
3. ***Basic Concepts***—Usually presented in mini-lecture style, these are designed to be a description of some of the factors involved in building relationships.
4. ***Skill Development***—This is usually built into the primary task and into other transactions among members. Focus is on listening, self-disclosure, and various applications of these skills.

THE EMPLOYMENT SKILLS TRAINING COMPONENT

In addition to the affective dimension, the project seeks to provide participants with information on employment skills that will prove immediately useful to clients in their search for employment.

The skills training component consists of information organized into the following topics:

- The World of Work: Its Scope, Diversity, and Complexity
- Sources of Occupational Information
- Sources of Employment Assistance
- Work Values, Attitudes, and Habits; and Job Retention
- Self-Concept and Self-Development
- Decision Making, Changing Careers, and Career Mobility and Advancement
- Lifelong Learning and Continuing Education
- Job-Seeking Approaches
- Writing a Resume
- Filling Out Applications and Writing Letters of Inquiry and Application
- Understanding and Taking Tests
- Interviewing Techniques
- Advancing in a Job

Since this course was competency based, the nature of the classes was learning by doing, rather than learning by listening as in traditional classroom instruction. The aim of the course design was to develop, not discuss, job acquisition, self-assessment, decision-making, work habits, and other practical skills that lead to employment for adults.

ON-THE-JOB APPLICATION

Upon completion of the first eight-week phase of the training program, participants began another eight-week period in which they were to implement peer counseling techniques and employment skills information sharing in their own counseling activities. The project staff was available to assist in this effort throughout the implementation period. This assistance included helping participants organize their counseling activities in a manner that most effectively employed the concepts learned. It also involved consultation with participants regarding problems arising in their counseling activities.

EVALUATION

The evaluation plan focused on the following:

- Effectiveness of the training program.
- Effectiveness of the peer counseling model in employment-related, community agency settings.
- Pertinence and adequacy of the accompanying materials, especially the Peer Counseling Handbook developed by the project in conjunction with the training program.

The training sessions themselves were evaluated in two ways: (1) a pre and post-test consisting of simulated case studies of unemployed and underemployed adults requiring written reactions from the participants outlining the approach they would take, and (2) written and oral feedback from participants, both formative and summative.

The effectiveness of the model in community settings was to be evaluated by the self-reports of the trained counselors and by anonymous feedback forms to be filled out by the clients of those counselors after they had been involved in peer counseling sessions.

The handbook was evaluated by direct feedback from project participants, by internal staff review based on the progress of the training sessions, and by feedback from others who received the handbook through project dissemination. The feedback from project participants took two forms. First, most of the activities included in the handbook were tested in a simulated way as part of the training sessions and evaluated as part of the sessions. Only activities approved by the group were included in the handbook. Second, the handbook was provided to the group during the on-the-job applications phase of the project and group feedback was solicited.

OUTCOMES

Based on the evaluation activities described above, the following outcomes were achieved:

1. The training program is effectively structured and pertinent to the needs of adult counselors in community-based agencies, judging from the program's retention rate (100%), the pre and post test results, and the feedback from the counselors.

2. The counselors were better equipped to deal with their clients in group settings, and they were comfortable in using peer counseling approaches and activities in employment related counseling sessions.

3. The Peer Counseling model is workable in community-based agencies, and effective in meeting the employment-related needs of the clients of those agencies.

4. The handbook is an effective counselor aid for peer counseling approaches in community agencies, and the activities it contains are pertinent to client needs.

One aspect of the evaluation plan was not completed. Despite repeated requests for follow up, project staff were able to get only one of the trained counselors to have his clients fill out the anonymous feedback form designed for them. The responses from those clients were exceptionally positive. However. they do not serve as an appropriate basis for definitive conclusions about the effectiveness of the counseling from the client's point of view. Based on the reports of the counselors who used the techniques, it may be safe to assume that the peer counseling model is also effective for use with those paticipating in the training program. In fact, one of the counselors who completed the training and who described himself as underemployed attributed to the program the credit for his success in finding a more fulfilling job shortly after he completed the training.

RECOMENDATIONS

Considering what worked and what didn't, project staff recommends the following to community agencies contemplating the use of peer counseling techniques:

1. An intensive, well-structured training program should precede adoption of a peer counseling approach to build counselor confidence and familiarity with the approach.

2. Considering its process nature, the training program should be largely hands-on and simulation oriented to give counselors experience with the model.
3. A handbook of peer counseling activities should be provided, but it should include only activities familiar to and approved by the counselors who will be using those activities.
4. To ensure the appropriateness of the model for clients and the effectiveness of the counselor in implementing the model, someone to whom the counselors are responsible should make sure that the counselors use formative evaluation techniques themselves, especially those incorporating client feedback.

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APPENDICES

APPENDIX A

CETA and YEDPA: A Summary Overview of the Legislation

Edwin L. Herr

The purpose of this appendix is to examine the current provisions of the Comprehensive Employment and Training Act of 1973 (CETA) and the Youth Employment and Demonstration Projects Act of 1977 (YEDPA). Table A-1 will identify the broad titles within each of these pieces of legislation as well as the proposed amendments to CETA which at the time of this writing were still under debate by the Congress.

The interest in this appendix in both CETA and YEDPA is pragmatic. They represent the major funding sources for Urban Adult/Youth Guidance Services which are the focus of this monograph. Table A-2 will summarize the sections of each of these pieces of legislation which provide support—sometimes directly, sometimes indirectly—for the constellation of planning, organizing, implementing, and evaluating functions required to deliver guidance to the diverse population which is "CETA or YEDPA eligible."

In broad terms, CETA and YEDPA are designed to improve the skills and opportunities of youth and adults who are finding it difficult to compete successfully in the labor market. YEDPA has provided attention to the economically disadvantaged population 14 years of age and over who are in school, but the major thrusts of both CETA and YEDPA are on out-of-school youth and adults 16 years of age and over.

CETA, in its 1973 version (PL 93-203), has been largely remedial in nature. It has proposed to provide employment training and related support services to aid individuals in becoming self-sufficient in the world of work. While relying on a number of job development and subsidized employment schemes, CETA is ultimately concerned with assisting persons secure unsubsidized employment in the private sector. As can be seen in Table A-1, the "targeted" constituents for CETA are primarily economically disadvantaged youth and adults, persons of limited English-speaking ability, and handicapped persons. Institutional training, on-the-job training, work experience, counseling, occupational information systems, placement, and follow up are among the specific skill-building emphases provided for in CETA authorizations. Linkages between CETA staff, the state employment service, business and industry, and the educational sector are additional goals explicitly sought by CETA.

TABLE A-1

Titles in CETA and YEDPA Legislation and Proposed Changes with Guidance Emphases

Comprehensive Employment and Training Act of 1973 (PL 93-203)

Title I — Comprehensive Manpower Services

Section 101. Description of Program

105. Conditions for Receipt of Financial Assistance

106. Special Provisions Relating to State Prime Sponsors

Title II — Public Employment Programs

Section 201. Statement of Purpose

205. Applications

Title III — Special Federal Responsibilities

Part A Special Target Groups

Section 301. Special Manpower Target Groups

302. Indian Manpower Programs

303. Migrant and Seasonal Farm Worker Manpower Programs

304. Youth Programs and Other Special Programs

Title IV — Job Corps

Section 407. Job Corps Centers

408. Program Activities

411. Community Participation

412. Counseling and Job Placement

Youth Employment and Demonstration Projects Act of 1977 (PL 95-93)

Section 201. Youth Projects and Activities Authorized

Section 342. Programs Authorized

348. Secretary's Discretionary Projects

353. Special Conditions

Comprehensive Employment and Training Act of 1978 (Proposed Changes) (S.2570/H.R. 11086)

- Title I — Administrative Provisions
- Title II — Comprehensive Employment and Training Services
  - Part A Financial Assistance Provisions
  - Part B Services to the Economically Disadvantaged—Description of Program
- Title III — Special Federal Responsibilities
  - Part A Special National Programs and Activities
  - Part B Research, Training and Evaluation
  - Part C National Employment Opportunities
- Title IV — Youth Programs
  - Part A Youth Employment Demonstration Projects
  - Part B Job Corps
  - Part C Summer Youth Program
- Title V — National Commission for Employment and Training Policy
- Title VI — Public Service Employment Program
- Title VII — Private Sector Jobs for the Economically Disadvantaged
- Title VIII — Young Adult Conservation Groups

TABLE A-2

Major Guidance Functions Provided for by CETA (1973) and by YEDPA (1977)

	CETA 1973	YEDPA 1977
State Level Planning	Title I Sec. 105 Sec. 106 pages 198-200	
Assessment of client needs, interests, and potential for referral	Title I Sec. 101 page 195	
Assessment of guidance needs of job corps enrollees	Title IV Sec. 412 page 226	
Career guidance, counseling, placement, follow-up	Title IV Sec. 412 page 227 Title III Sec. 304 page 216	Title II Sec. 201 Sec. 342 page 640 Title II Sec. 201 Sec. 348 page 644 Title II Sec. 201 Sec. 353 page 646
Cooperative work-study programs	Title III Sec. 304 page 216	
Career Awareness/Exploration Programs		Title II Sec. 201 Sec. 342 page 649 Title II Sec. 201 Sec. 347 page 640

	CETA 1973	YEDPA 1977
Career Counseling for Unemployed	Title II Sec. 201 page 205 Title IV Sec. 412 page 226 Title II Sec. 201 Sec. 342 page 640	
The Development of Coping Activities	Title II Sec. 201 Sec. 348 page 644 Title II Sec. 201 Sec. 348 page 639	
Guidance and Counseling for Persons in the Job Corps	Title IV Sec. 407 page 223 Title IV Sec. 408 page 224	
Job Market Entry	Title I Sec. 101 page 195	
Programs for Special Populations (urban, rural, disadvantaged, women, limited English-speaking, unemployed)	Title II Sec. 205 page 209 Title III Sec. 301 pages 213-214 Title III Sec. 302 page 214 Title III Sec. 304 page 216 Title III Sec. 303 page 215	Title II Sec. 201 Sec. 348 page 646 Title II Sec. 201 Sec. 353 page 646

	CETA 1973	YEDPA 1977
The Use of Community Resource People	Title IV Sec. 411 page 226	
Career Information		Title II Sec. 201 Sec. 342 page 639 Title II Sec. 201 Sec. 342 page 640 Title II Sec. 201 Sec. 353 pages 645-646
Business, Industry, Labor, School Cooperation	Title IV Sec. 411 page 226	
Cooperation with Community Agencies	Title IV Sec. 411 page 226	

The Youth Employment and Demonstration Projects Act of 1977 (PL 95-93), like CETA, is designed to help coordinate, improve, and augment the linkages with community-based organizations to expand the current career development and employment training services in local communities. It provides a year to extend and test many ideas in CETA as these affect disadvantaged young people, including those 14 and over and in school, by providing the opportunity, "the risk capital," to experiment with new approaches. These approaches fall into four programmatic themes: (1) employing youth in conservation work; (2) using their labor in community improvement projects; (3) providing a year-round structured work experience as an entitlement to encourage school completion; and (4) offering a range of employment and training services adopted to local needs.

The fundamental goal of YEDPA is both to increase employment for youth and increase preparation for later employment. The Act is also intended to coordinate and improve the quality of career development, employment and training services currently available for youth. The Act emphasizes research and experimentation to provide knowledge and information by which Congress might set long-term policies.

As Table A-1 illustrates, the proposed changes in the CETA reenactment legislation, known as the "Comprehensive Employment and Training Amendments of 1978" (S.2570/H.R. 11086), affect both the 1973 CETA provisions and YEDPA. The latter is essentially folded into the 1978 amendments. This occurs both in Title IV and Title VIII. Beyond this, the proposed structure of the bill reorganizes or drops some of the original titles and adds others. Overall, the proposed amendments strengthen the role of local planning councils, increase the amount of the Secretary of Labor's discretionary power, reduce the extent of public service employment, establish local industry job councils to assist in the creation of jobs in the private sector, continue and strengthen the emphasis on research and experimentation, clarify the definition of "economically disadvantaged," and place greater emphasis on American Indians as a target population. These provisions will undoubtedly trigger a number of other related actions in such areas as local planning for career education and for vocational education as well as increase the interest in economically disadvantaged youth and adults by the private sector.

To be more specific about the guidance-related content of both CETA and YEDPA, Table A-2 identifies specific guidance functions authorized and supported by the legislation already in place and the sections of each which are pertinent. The specifics of the CETA Amendments of 1978 are not included here although the following emphases seem secure.

- Linkages with education by CETA are explicit, particularly in coordination with vocational education; implicit with social services and vocational rehabilitation.
- Includes handicapped persons as parts of employer affirmative action plans.
- Supports academic credit for work experience.
- Stresses the use of related career outlook information by students, rehabilitation clients, CETA participants and others who are using services by the State Employment Security Agencies.

- Creates private industry job councils.
- Creates State Employment and Training Council which gives voting representation to service deliverers including schools.
- Strong emphasis on counseling and counselors in cooperative agreements drawn up between Prime Sponsor and educational agencies.
- Services for the economically disadvantaged include the following:

  1. Job search, including counseling and referral
  2. Outreach
  3. Assessment
  4. Skill training
  5. On-the-job training
  6. Entry-level public service opportunities
  7. Payment to public or private employers
  8. Allowances
  9. Supportive services
  10. Labor market information
  11. Job development/restructure
  12. Displaced homemaker assistance

- For eligible in-school youth, school counselors must certify that the work experience of each eligible youth is a credentialed component of his/her educational program.

SUMMARY

CETA and YEDPA and their combined place in the proposed amendments of 1978 represent major federal commitments to reducing unemployment and to providing targeted population groups with the experience and skills necessary to successfully compete in the labor market. In both implicit and explicit terms, the Congress recognizes that the groups to be served require guidance, career information, counseling, placement, and related functions to be available as part of local efforts to make people employable. This appendix has identified the guidance functions now supported and those likely to emerge as CETA continues its major federal support of these services into the early 1980s.

APPENDIX B

Resources for Guidance Program Planning, Implementation and Student Use for CETA Based Agencies

Walter M. Stein

The following annotated items* were selected for their usefulness to CETA-based agencies and counselors in program planning, preservice, inservice and classroom use. An availability statement or contact address is listed with each item. The resource list is organized by the type of item and subheaded by subject area. Additional references are cited throughout the monograph. Citations are to be found in the bibliography. Authors of the papers in this monograph have also referred to resources not necessarily listed here.

I. State and Local Projects

Adult Career Advocates Program. Contact: Marilyn D. Jacobson, Project Director, School of Education, Northwestern University, Evanston, Illinois 60201. This project is still in its beginning stages, has developed several products and strategies to assist adult career development. Examples: (1) Women's Employment Resource Directory, Chicago Area, in matrix form—showing adult career concerns and services provided by several agencies impacting on specific concerns. This could serve as a model for other metropolitan areas. (2) List of exemplary programs providing resources for adult entry/reentry into employment. The full spectrum of occupations is listed. (3) Identifying and forming networks of agencies facilitating adult entry/reentry into work (e.g., libraries as information centers on adult career decisions). Purposes are coordination, elimination of duplications of services, and extension of availability of services. (4) Year-end report of activities is valuable reference datum for others.

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*Credit is due to Faith Justice and Wesley E. Budke for contributing suggestions for entries through their 1977 publication, *Resources on Eliminating Sex Role Stereotyping in Vocational Education*, published by the National Center for Research in Vocational Education, under a contract with the Bureau of Occupational and Adult Education, U.S. Office of Education, U.S. Department of Health, Education and Welfare (Part C of Public Law 90-576).

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Career Development Centers. Contact: Otho Jones, District of Columbia Public Schools, Room 1001, 415 12th Street, N.W., Washington, D.C. 20004 (202) 724-4178. Career advisors were used in conjunction with Sex Equality in Guidance Opportunities (SEGO) trainers and vocational counselors to increase the career options of female students. The project staff worked with employers to initiate female work-study arrangements in nontraditional programs.

Facilitating the Career Development of Home-Based Adults: The Home Community Based Career Education Model, Final Report, Volume I. The Model: Its Nature, Context, and Products, by Vivian M. Guilfoy and Mardell S. Grothe, Newton, Massachusetts, Education Development Center, Inc., NIE, 1976. A three-volume final report describes the activities of a three-year project to design, develop and implement a comprehensive delivery system to meet the career-related information, guidance and referral needs of home-based adults, those 16 and older neither working, nor attending school on a full-time basis. The model's five major components are: (1) Outreach, which used mass media and other approaches to attract clients; (2) Counseling which provided career information, guidance and referral by telephone, using paraprofessional counselors; (3) The resource center, which collected and disseminated career-related materials for project staff, clients and the community; (4) The information unit, which developed special directories and materials which supported the counseling process and could be sent to clients; and (5) Research and evaluation, which provided project staff with feedback about the clients and the operation of the program. Volume II presents research and evaluation findings with primary focus on home-based adults who used career counseling service. Volume III consists of appendices. (Available from: EDRS, P.O. Box 190, Arlington, Virginia 22210. Vol. I, 123 pp., MF $0.83—HC $6.01. ED 135 997. Vol. II, 268 pp., MF $0.83—HC $14.05. ED 135 998. Vol. III, 101 pp., MF $0.83—HC $6.01. ED 135 999.)

Illinois Management Training Institute. Contact Karen L. Hughes, Executive Director, 80 Lee Street, Des Plaines, Illinois 60016, (312) 298-3216. Provides management training to CETA organizations, including contractors, training agencies and referral groups. Although Illinois based, the organization will provide consultation and training nationwide. Primary areas of concern are management information systems, accountability, evaluation, coordination with contractors, communication.

New Opportunities in Vocational Education. Contact: Frederick Frank, Educational Administration Center, Northern Illinois University,DeKalb, Illinois 60115, (815) 753-1463. Ten women and/or members of some minority group will be recruited, trained and placed in vocational administrative positions. Existing competency-based graduate programs will be used in training. Final report and project products are now available.

New Pioneers Project to Eliminate Sex Bias in Occupational Education. Contact: Amanda Smith, Division of Equal Education, State Department of Education, Raleigh, North Carolina 27611, (919) 733-3551. A strategic model has been developed for changing the education system to accommodate a wider variety of educational and occupational choices for women and men. An inservice program was used to initiate state and local planning to change occupational education programs and structure to accommodate the needs and interests of female and male students. Limited numbers of resource materials are available upon request.

Project to Eliminate Sex Bias in Vocational Education. Contact: Deborah Dillon, Project Coordinator, Arizona Department of Education, 1535 West Jefferson, Phoenix, Arizona 85007, (602) 271-4361. A list of resource materials for vocational educators in Arizona has been assembled. Inservice workshops are being planned for teachers and administrators. A past state-wide awareness activity is described in *Clinics for Administrators of Women in Occupational Education.* Final Report 1974-1975 by Barkley, Manning and Wooldridge. (ED 122 130 available from EDRS, MF $0.83—HC $4.67 plus postage.)

Special Vocational Needs of Women. Contact: Connie Cline, Sex Equity Administrator, Illinois Office of Education, Department of Adult, Vocational and Technical Education, 100 North First Street, Springfield, Illinois 62777, (217) 782-5641. This project began with a needs assessment; produced a field tested five-lesson curriculum entitled *Expanding Career Horizons* for use in secondary classes; and developed a film *When I Grow Up . . .* on the process of stereotyping for use in awareness workshops with teachers, counselors, and administrators.

CETA Prime Sponsor Comprehensive Manpower Plans. Available from prime sponsor offices; usually Mayor's offices and regional consortia. These publications describe in detail the needs to be met, approaches, services to be rendered to participants, activities, results and benefits. They are a source of new ideas and approaches for CETA agencies. Collection of such documents should facilitate agency and interagency planning.

Annual Report, Personalized Adult Counseling Experience Project PACE. Contact: Robert L. Frank, University of Northern Iowa, 1977—Adult Education Project No. 2123, Iowa Department of Public Instruction and UNI, Cedar Falls, Iowa 50613. Points out that pupil personnel services is one of the three top priorities of adult education. Especially valuable are sections of Appendix A on "Problems with and Expectations of Adult Counseling," "Adult Learners and Implications for Teaching and Counseling," and "Common Conflicts and Anxieties for Adults."

II. Reports and Products

A. *Guidance and Career Exploration*

Career Guidance Resources, by Karen S. Kimmel et al., Columbus, Ohio, The Center for Vocational Education, The Ohio State University, 1960 Kenny Road, Columbus, Ohio 43210, 1977 ($16.60, publication No. RD 118 A3). This is a part of the *Rural America Series.* Contains abstracts of over 500 guidance resources. They are categorized as printed, audiovisual, manipulative, by grade level, by career guidance domains, processes and techniques. Many are appropriate for CETA youth and adults. Some are free, maximum cost is $75.00.

Coping in the World of Work: Practice in Problem Solving, by Robert E. Campbell, The Center for Vocational Education, The Ohio State University, 1960 Kenny Road, Columbus, Ohio 43210, 1977 (full set, $98.00, publication No. RD 120). Set consists of audiovisual and printed materials designed to enable students to deal with on-the-job adjustment problems, using a problem solving approach, and to allow practice in this approach in a simulated setting. Useful for CETA based agencies, correctional institutions, rehabilitaiton agencies, secondary and post-graduate schools.

Guidelines for Assessment of Sex Fairness in Career Interest Inventories, Washington, D.C., The National Institute of Education, 1974, 13 pp. (Available from: EDRS, MF $0.83—HC $1.67 plus postage. ED 098 314). These guidelines resulted from a three-day workshop, and address the diverse concerns of inventory users, respondents, authors and publishers. They are grouped in three sections: Recommendations on the form and content of the interest inventory; recommendations on the presentation and interpretation of materials, reporting scores, composition of criterion groups, investigation of validity of interest inventories, and provisions for updating; and discussion on the quality of interpretive information provided in the publishers' manual and supporting materials.

Increasing Guidance Effectiveness through School-Community Cooperation, by Walter M. Stein et al., The National Center for Research in Vocational Education, The Ohio State University, 1960 Kenny Road, Columbus, Ohio 43210, 1978, 581 pp. ($25.50, publication No. SN 19). This publication gives background and rationale for establishing cooperative agreements, developing leadership and community support and guidelines for planning and implementing cooperative agreements. Also presents over 200 cooperative agreements and sample forms. Applicable to youth and adult participants.

Models of Career Education Programs: Work Experience, Career Guidance, Placement and Curriculum, papers delivered by David H. Hampson, JoAnn Harris-Bowlsbey, Grant Venn and Decker F. Walker at the Career Education National Forum (1st, Columbus, Ohio, March 19-21, 1975), The Center for Vocational Education, The Ohio State University, 1960 Kenny Road, Columbus, Ohio 43210, 1975, 53 pp. ($3.00, publication No. SN 2).

New Career Options for Women, by Helen S. Farmer and Thomas E. Backer, Los Angeles, California, Human Interaction Research Institute, Kirkeby Center, Suite 1120, 10889 Wilshire Boulevard, Los Angeles, California 90024, 1977, three volumes, 624 total pages. (Available from: Human Interaction Research Institute, $25.48 for the set). This publication contains three parts. *A Counselors Sourcebook* (400 pp., hard, $16.95) addresses counselors in educational institutions, public service agencies, and counselor educators. It lists resources, counseling strategies and ways to change stereotyped attitudes. *A Women's Guide* (96 pp., soft, $4.95, bulk rate of ten or more $3.95) summarizes major topics covered in the sourcebook, and contains material for women returning to work. It may be used independently or as part of counseling. *A Selected Annotated Bibliography* (128 pp., hard, $9.95) contains 240 citations of books, journals, articles and reports from economics, sociology, anthropology and psychology pertaining to women and work.

Programmatic Approach to Guidance Excellence (PAGE 2), by Marla Peterson and Janet Treichel, Macomb, Illinois 61455, 1976 (Available from: most state departments of public instruction on a loan basis. Distributed by The Western Illinois University. Price, $79.50). Contains a variety of instructional resources useful for youth and adults.

Review and Analysis of Sources of Occupational Information for Career Education, by Kenneth Hills, The Center for Vocational Education, The Ohio State University, 1960 Kenny Road, Columbus, Ohio 43210, 1973, 45 pp. ($3.50, publication No. IN 89). Stresses the importance of occupational information, identifies numerous sources of occupational information, and suggests criteria for assessing it.

Rural America Series, by Harry N. Drier et al., The Center for Vocational Education, The Ohio State University, 1960 Kenny Road, Columbus, Ohio 43210, 1977 (full series, $85.00, publication No. RD 118). Set of sixteen field-tested handbooks setting forth a comprehensive career guidance, placement and follow through program for rural and small schools K-14. Process may be applied to adults and out-of-school youth. Subsets are: Program Support Information, Program Process Guides, Group and Individual Counseling, Program Support Functions.

Sex Fairness in Career Guidance: A Learning Kit, Cambridge, Massachusetts, Abt Publications, 55 Wheeler Street, Cambridge, Massachusetts 02138, 1975, 265 pp. (Available from Abt Publications, $15.00 plus shipping). A self-administered curriculum for counselors, counselor educators, teachers and students, this curriculum is organized into four chapters dealing with orientation to sex fairness, recommendations for sex-fair career guidance program, sex-fair use and interpretation of interest inventories, and a resource guide. There is a variety of supplementary materials for duplication and use with the activities.

Sex Role Socialization and Employment Realities: Implications for Vocational Interest Measures, ACT Research Report No. 68, by Dale J. Prediger and Nancy S. Cole, American College Testing Program, P.O. Box 168, Iowa City, Iowa 52240, 1975, 14 pp. (Available from ACT Publications, $1.00 prepaid, or EDRS, MF $0.83—HC $1.67 plus postage. ED 112 271). Reporting and validation procedures which minimize sex stereotypes are suggested. Career counseling problems arising from interests and current employment realities are discussed.

What Color Is Your Parachute?, by Richard Nelson Bolles, Berkeley, California, Ten Speed Press, 1976, 232 pp. ($4.95 in paperback). An illustrated book designed to assist individuals in job hunting. It provides information on such topics as: Test methods of job hunting and career changing; how to change careers without lengthy retraining; step by step plan for getting a job on your own; how to find jobs which are not advertised; how to choose experts who can help. The book is designed for grades 10-14 and adults.

Women and the World of Work. A Career Education Resource Guide, Minnesota Guidance Series, Learning Opportunities Package G, by Richard J. Thoni et al., University of Minnesota, Minneapolis, Minnesota 55455, 1972, 36 pp. (Available from: EDRS, MF$0.83—HC $2.06 plus postage. ED 128 550). This package is designed to help students examine the significance of women in their relation to the world of work through the use of seven enabling objectives and related learning experiences. Activities related to the enabling objectives are appended.

B. *Secondary Vocational Education Programs*

Equal Vocational Education, Final Report, by Jane Lerner et al., Houston, Texas, Houston Center for Human Resources, 1976, 99 pp. (Available from: EDRS, MF $0.83—HC $4.67 plus postage. ED 133 464). A model program was designed for increasing and maintaining female enrollment in non-traditional programs. This report describes the procedures used in awareness activities, active recruitment and support counseling.

C. *Postsecondary Recruitment and Training Programs*

Evaluation Service and Work, The Multi-funded Approach, by the Olympus Research Corporation, Washington, D.C., Federal Interagency Committee on Education (FICE), Subcommittee on Education and Work, 1978. Gives summaries of 22 projects, 14 of them funded by CETA agencies in conjunction with other agencies. Among the services described in projects, where applicable, is guidance and guidance-related concerns. Projects serve both out-of-school youth and adults.

The Minority Women Employment Program, A National Demonstration Project to Facilitate Entry of Minority Women into Managerial, Professional and Technical Occupations, Vol. I and II, by Robert W. Glover and Paula S. Greenfield, The Center for the Study of Human Resources, The University of Texas at Austin, 1976, 88 pp. and 153 pp. (Available from: National Technical Information Service, U.S. Department of Commerce, 5285 Port Royal Road, Springfield, Virginia 22151. Vol. I, NTIS No. PB 264940/AS, $5.00. Vol. II, NTIS No. PB 264941/AS, $4.50). The outreach model was used to locate jobs, to recruit qualified minority women, and to prepare those women for employment in managerial, professional and technical occupations. Project conclusions and recommendations are given. Volume II presents demographic data on all women placed in seven demonstration sites.

Non-Traditional Job Opportunities, by Fran Chaffin, Program Director, Lower Columbia College, 1600 Maple, Longview, Washington 98632, (206) 577-2393. This program prepares qualified women for non-traditional occupations. During a series of eight to ten sessions the women are given job readiness assistance and job and/or training experiences in coordination with other agencies or resources. Services offered by the program include assessment of each applicant to determine non-traditional interests and aptitudes, counseling, preparation for and referral to training or employment, developing jobs and placing enrollees, and follow-up on all women enrolled as to their progress and problems.

Steps to Opening the Skilled Trades to Women, Women's Bureau, Department of Labor, Washington, D.C., 1974, 9 pp. (Available from: EDRS, MF $0.83—HC $1.67 plus postage. ED 099 546). This booklet explains that the employers' and unions' attitude toward, and acceptance in practice of the equal capacity of women to function in the skilled trades and other apprentice-type jobs depend on their knowledge of facts, actual experience, and understanding of equal opportunity laws. Steps are outlined to increase the employment of women in the skilled trades, and to better utilize women workers when they have been hired. Actions that unions can take to open skilled trades to women, advice to women on accelerating their entry into skilled trades, and special programs now under way to help women enter the skilled trades, are described.

A Study of the Factors Influencing the Participation of Women in Non-Traditional Occupations in Post-Secondary Area Vocational Training Schools, Vol. I, by Roslyn D. Kane et al., Rj Associates, Inc., 1018 Wilson Boulevard, Arlington, Virginia 22209, 1976, 189 pp. (Available from: EDRS, MF $0.83—HC $10.03 plus postage. ED 132 429). The characteristics of women who choose non-traditional training programs and their problems and counseling programs are discussed. Women in non-traditional, traditional and mixed programs are compared.

Training and Jobs Program in Action, Committee for Econmic Development, 477 Madison Avenue, New York, New York, 10022. Describes, in case study form, projects in private and public/private partnerships. Objectives are to provide work initiatives for the hard-to-employ. Reports data on programs with 45 large companies. Section on NAB contracts to provide OJT for Chicago CETA participants—1257 given training since 1975 in 35 occupations at all levels of responsibility. Estimated average wage $4.35/hour.

WENDI (Women's Education Development Incentive), Kay Elledge, Program Director, Office of Continuing Education for Women, Brevard Community College, 1519 Clearlake Road, Cocoa, Florida 32922, (305) 632-1111. The program is designed for disadvantaged women forced to make the transition from the role of homemaker to wage earner. It provides support courses, counseling, and practical job experiences. An information newsletter is available, outlining the history of the project, funding, impact, staffing, public relations, minority outreach, curriculum and specific contact people on the staff available to provide further information.

Women in Apprenticeship—Why Not? Final Report, by Patricia Mapp, Wisconsin State Department of Industry, Labor and Human Relations, 1973, 269 pp. (Available from: EDRS, MF $0.83—HC $14.05 plus postage. ED 086 880). The project attempted to isolate, analyze and minimize barriers to the participation of women in the skilled trades through awareness campaigns, personal contacts, and surveys; the changes initiated because of these actions, and recommendations for future action. Copies of promotional material and specific strategies for recruiting, maintaining and placing women in apprenticeship placements are included. Manpower Research Monograph No. 33, Women in Apprenticeship—Why Not? by Norman Briggs is a 34-page summary of insights gained and changes catalyzed throughout the three year project. It is available from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402, for $0.75.

D. *General Information and Evaluation*

CETA: An Analysis of the Issues, Report of the National Commission for Manpower Policy, Special Report No. 23, May 1978. (Available from: The National Commission for Manpower Policy, Suite 300, 1522 K Street, North West, Washington, D.C. 20005). Contains a great deal of background information on CETA, which is presented in seven issue papers prepared for the Commission's discussions of CETA. Contributes to understanding CETA operations, problems, and purposes. A companion document to *An Assessment of CETA.*

An Assessment of CETA, Third Annual Report to the President and the Congress of the National Commission for Manpower Policy, Report No. 7, May 1978, 38 pp. (Available from: The National Commission for Manpower Policy, Suite 300, 1522 K Street, North West, Washington, D.C. 20005). This report includes the Commission's and twelve specific recommendations on CETA. Focuses on program purposes, participant eligibility criteria, funding and accountability. A companion document to *CETA: An Analysis of the Issues.*

Commerce Business Daily, U.S. Department of Commerce, Washington, D.C. 20230. (Available from: Superintendent of Document, U.S. Government Printing Office, Washington, D.C. 20402, $105.00 per year for first class mailing). An excellent source of information for proactive planning for CETA based agencies. Contains announcements of government priorities, needs, and funding sources for services to meet those needs. Important for funding information.

Federal Register, Office of the Federal Register, National Archives and Records Service, Washington, D.C. 20408. (Available from: Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402, $0.75 per issue). Published Monday through Friday, daily, except holidays. The definitive source of information for new government announcements, as well as records of government deliberations. Provides insight for future trends, government priorities, funding sources, RFPs. Defines meanings of legislation through published guidelines. A vital guide for proposal writing and conformance to legislation as federal agencies are required to publish all new and changed guidelines for all assistance programs in the *Federal Register.*

The Missing Link: Connecting Adult Learners to Learning Resources (Future Directions for a Learning Society), by Patricia K. Cross, Princeton, New Jersey, College Board, 1978, 80 pp. ($4.50). This is part of a series entitled: *Future Directions for a Learning Society,* a project of the College Board. Other titles include: *Forty Million Americans in Career Transition.* These are reports of studies under auspices of the College Board.

A Model to Retrain Women Teachers and Skilled Women as Teachers in Non-Traditional Vocational Programs, by Roslyn D. Kane et al., Rj Associates, 1018 Wilson Boulevard, Arlington, Virginia 22209, 1977. (Available from: Mary Lovell, Bureau of Occupational and Adult Education, Office of Education, Room 4147, 400 Maryland Avenue, South West, Washington, D.C. 20202, (202) 245-8176, single copies free). This handbook offer two retraining models: a general model which covers certification requirements, characteristics of the women and the time required to attain skill levels; and a conceptual model which offers five designs for specific types of programs from industrial arts to agriculture. Also included are planning guidelines applications to an industrial arts program and techniques and programs to respond to special needs such as child care and counseling.

Planning Non-Traditional Programs, by Patricia K. Cross, John R. Valley and Associates, Jossey-Bass Publishers, 1974, 263 pp. ($12.95). A report of a study on adult learning needs and options by Educational Testing Service (ETS). Subjects covered by a group of authors are: Non-Traditional Study: An

Overview; Adult Learning Interests and Experiences; Non-Traditional Opportunities and Programs; New for Adult Learning; Awarding Credit; Appendices reporting statistical results of the study. Others report that the majority of adult learners seeks self improvement, while a smaller percentage has work-related reasons (e.g., getting a new job, job advancement, or meeting a requirement of an employer or a profession).

Solving the Guidance Legislative Puzzle, Harry N. Drier and Edwin L. Herr, eds., The American Vocational Association, 2020 North 14th Street, Arlington, Virginia 22201, 1978 ($6.75). Narrative and charts analyze guidance rationale behind CETA (P.L. 95-207) and YEDPA (P.L. 95-93), as well as other guidance related legislation. Suggests means to use legislation to produce a cumulative positive impact on local and state guidance programming. Sections on state planning and granstmanship.

The Vocational Preparation of Women: Report and Recommendations of the Secretary's Advisory Committee on the Rights and Responsibilities of Women, by JoAnn M. Steiger and Sara Cooper, Department of Health, Education and Welfare, Washington, D.C. 20202, 1975, 76 pp. (Available from: EDRS, MF $0.83—HC$4.67 plus postage. ED 120 402. OR: Superintendent of Document, U.S. Government Printing Office, Washington, D.C. 20402, $1.55). This report gives Education Sub-committee findings regarding the impact of federal vocational education legislation and HEW policies on women. Appended materials list research and development projects dealing with careers and vocational education for women under states and HEW.

Women and Work, R&D Monograph 46, by Patricia C. Sexton, U.S. Department of Labor, Washington, D.C. 20210, 1977, 71 pp. (Available from: Superintendent of Documents, U.S. Department Printing Office, Washington, D.C. 20402, $2.20). Data are presented on male-female earnings gap, women's employment problems, upgrading women's employment, manpower programs and women, government and women workers, and implications for future programs. One chapter reviews major recruitment, training and placement projects. Several chapters have implications for preparing women workers, counseling procedures, and adult programs.

Youth Training Programs in Ohio's Community Action Agencies, by James W. Altschuld, The Center for Vocational Education, The Ohio State University, 1960 Kenny Road, Columbus, Ohio 43210, April 1977. Covers strengths and weaknesses of CETA funded training programs for in-school and out-of-school youth. Presents counselor and participant perceptions of strengths and weaknesses, and specific recommendations relating to counseling, follow-up and follow-through are given.

III. Referrals and References

A. *Organizations*

Center for Women's Opportunities. American Association of Community and Junior Colleges, Suite 410, 1 DuPont Circle, North West, Washington, D.C. 20036, (202) 293-7050. The Center is currently assessing the status of women in two-year colleges in regards to opportunities to pursue technical and semi-professional skils. The final report will offer recommendations for counseling, financial aid, placement, admission and training for women in postsecondary schools. A selected bibliography and newsletter are available.

Ellis Associates, P.O. Box 466, College Park, Maryland 20740, (301) 864-7600. This organization conducts staff development activities in vocational education. It has designed three training packages for use in inservice and preservice training of vocational educators to help expand non-traditional opportunities in vocational education.

The Federal Education Project, Lawyer's Committee for Civil Rights under the Law, Suite 520, 733 15th Street, North West, Washington, D.C. 20005, (202) 628-6700. Technical assistance and information are provided to individuals and organizations concerned about equal opportunity in vocational education. It produces a monthly newsletter containing articles on current developments affecting bias in vocational education, especially in the areas of federal legislation, rulemaking and enforcement activities. Future activities include publication of a pamphlet outlining the provisions of the 1976 Vocational Education Act Amendment, a handbook on model programs for eliminating bias and stereotyping, and a report on the quality and content of state five-year plans for vocational education.

L. Miranda and Associates, Suite 102, 4701 Willard Avenue, Chevy Chase, Maryland 20015, (303) 656-8684. This organization has implemented a "Business and Management Development Program for Minority Women" to train Hispanic women in management techniques. It conducted a conference on "Non-Traditional Occupations for Women of the Western Hemisphere—The U.S. Experience," sponsored by the U.S. Delegate to the Inter-American Commission of Women of the Organization of American States and the Women's Bureau of the U.S. Department of Labor. The report was prepared both in English and in Spanish.

National Center for Educational Brokering, Office of Research and Publications, 405 Oak Street, Syracuse, New York 13203 (other offices as well). Offers a growing list of publications on provision of adult education and related concerns including educational guidance. Many publications are free or cost very little. Also publishes *Bulletin* on educational advocacy for adults. Subscription free.

The National Center for Research in Vocational Education, The Ohio State University, 1960 Kenny Road, Columbus, Ohio 43210, (614) 486-3655. The Center focuses on the areas of guidance and career development. A curriculum unit for career planning; an assessment of career materials, and the implications for women's career development; and several information analysis, review, and synthesis papers have been produced. Current efforts include producing handbooks on the career implications of stereotyping; developing a model for upgrading underemployed women in business and education; and the development of training packages for vocational education personnel. Many other publications on vocational education, career guidance, teacher education, adult education and guidance. Materials for minorities, women, native Americans.

New Directions for Young Women, 2813 South Sixth Avenue, Tucson, Arizona 85713, (602) 623-3677. New Directions explores the impact of sex-role stereotyping and its effect on possible career and employment options for young women. They present and sponsor workshops for young women and adults; provide consultation services for community agencies and schools; present workshops on sex-role stereotyping, non-sexist curriculum, and sex bias for school personnel. The staff is currently developing a program called the Sex Stereotyping Awareness Tool (SSAT) to increase educators' and counselors' awareness and knowledge of the special vocational needs of young women.

PEER (Project on Equal Education Rights), Suite 800, 1029 Vermont Avenue, North West, Washington, D.C. 20005, (202) 332-7337. PEER monitors and publicizes enforcement progress and problems, as federal and local programs and schools implement Title IX. It provides information to individuals and organizations, a newsletter, free publications on resources to eliminate sexism and racism in schools, reprints of articles, and information papers.

The Resource Center on Sex Roles in Education, National Foundation for the Improvement of Education, Room 701, 1201 Sixteenth Street, Washington, D.C. 20036, (202) 833-5426. This organization has produced several publications dealing with the elimination of sex discrimination, sex bias and sex stereotyping in education and publishes a newsletter, *Research/Action Notes*, containing information on activities and resources relating to the alleviation of sexism in elementary-secondary education. Currently, it is developing training materials for vocational educators to eliminate sex-role stereotyping in vocational education.

Rj Associates, 1018 Wilson Boulevard, Arlington, Virginia, 22209, (703) 524-3360. This organization conducts and publishes research on women in vocational education. It has completed a study on the factors influencing the participation of women in non-traditional vocational programs in postsecondary schools. It is completing a similar study of students at the secondary level, developing a model to retrain women teachers and skilled women as teachers in non-traditional vocational programs and conducting a study of women's participation in apprenticeship programs.

Steiger, Fink, Kosecoff, Inc., Room 127, 1313 Dolly Madison Boulevard, McLean, Virginia 22101, (703) 893-5715; or Suite 108, 9060 Santa Monica Boulevard, Los Angeles, California 90069, (213) 276-1315. This organization conducts staff training workshops on sex fairness in vocational education. It has developed staff development materials, curriculum materials for secondary school students and has conducted research and evaluation projects. It is currently involved in the Vocational Equity Study, a national assessment of sex bias and sex stereotyping in vocational education.

Women's Bureau, Employment Standards Administration, U.S. Department of Labor, Washington, D.C. 20210, (202) 523-6611. The Bureau has produced many reports on the status of women in the labor force; booklets, pamphlets and handbooks for women, educators and employers; project reports on women and employers; and project reports on women and training. A publication list is available.

Work-Education Council of South-Suburbs. News Link. A newsletter, published by the above at Prairie State College, 202 Halstead Street, Building C, Chicago Heights, Illinois 60411, Carl A. Fazzani, Executive Director. Various issues contain information on funding and institutional arrangements to promote cooperation among business, industry, labor, government (e.g., CETA), and schools. Council goals to facilitate the education-to-work process.

Young Women's Company, 2813 South Sixth Street, Tucson, Arizona, (602) 622-1146. The Company is a vocational counseling and non-traditional job training organization working with young women 14-18 years old. The clients attend classes on value clarification, assertiveness training, and basic job finding skills; then register for vocational classes. Independent living skills groups are available for support. Job placement is part of the program.

B. *Bibliographies*

ERIC/CAPS Search Light, Relevant Resources in High Interest Areas, Ann Arbor, Michigan, School of Education, University of Michigan, 1977 ($1.50). Computer search bibliographies from ERIC data base, November 1966—November 1977. Relevant booklets: No. 11, Counseling the Aging; No. 15, Outreach Counseling; No. 21, Needs Assessment; No. 24, Mid-Life Career Change; No. 33, Comprehensive State Career Guidance Plans and Programs.

Women in Non-Traditional Occupations: A Bibliography, U.S. Department of Health, Education and Welfare, Bureau of Occupational and Adult Education, 1976, 189 pp. (Available from: EDRS, MF $0.83—HC $10.03 plus postage. ED 133 460). This provides resources for promoting the training of women in non-traditional areas. Included are overview materials, materials on women in both non-traditional skilled/vocational and professional occupations, resources for additional information and sources for materials.

IV. Non-Print Media

American Man: Tradition and Change. Butterick Publishing, 161 Sixth Avenue, New York, New York 10013, 1976. Twelve minutes each, color, sound filmstrips. ($45.00, purchase). This unit of two sound filmstrips introduces the concept of sex-role stereotyping to high school students. Part I, "Traditions in Question," explores some of the traditional qualities expected of men. Part II, "Living with Change," uses interviews with students and adults, both male and female to examine some of the problems confronting men because of their role training. A sixteen-page Leader's Guide accompanies the unit.

American Women: New Occupations. Butterick Publishing, 161 Sixth Avenue, New York, New York 10013, 1976. Twelve minutes each, color, sound filmstrips. ($45.00, purchase). This unit of two sound filmstrips helps high school students explore sex-role stereotyping. Part I, "Who Are You?," briefly reviews the traditional roles of women, and options for the future. Part II, "Who Can You Be?," confronts the problem that, even though new opportunities exist, prejudice—both external and internal—still exists as well. Five women in non-traditional occupations look at how to shape their lives for the most rewarding and satisfying arrangement.

Anything You Want to Be. New Day Films, P.O. Box 315, Franklin Lakes, New Jersey 07417. Eight minutes, black and white, sound, 16 mm. ($115.00, purchase; $17.00, rental). This is a short, fast-paced film, showing how society subtly socializes women into accepted stereotypes. The main character is a bright high school girl who is told she can be anything she wants to be, but receives signals that in reality she cannot. This film would be useful with junior high school students through adults for discussion about societal sex stereotypes.

Jobs and Gender. Guidance Associates, 757 Third Avenue, New York, New York 10017, 1971. Eighteen minutes, color, sound filmstrips. ($48.50, purchase). This two filmstrip unit presents people who have crossed the sex-work barrier, such as a female carpenter, a male nurse, a female reporter, and a male kindergarten teacher. The program challenges junior and senior high school students to examine their own biases, and encourages them to explore what they really would like to be. A twenty-nine page Discussion Guide accompanies the unit.

Looking at Tomorrow . . . What Will You Choose? Churchill Films, 662 North Robertson Boulevard, Los Angeles, California 90069. Twenty minutes, color, sound, 16 mm. ($210.00, purchase). This film is targeted to elementary, junior high, and senior high school students, and gives a documentary treatment of eight young women at their jobs: lawyer/congress person, bricklayer, violin maker, telephone frameperson, employment representative, self-employed artist/business owner, air traffic controller, and animal nutritionist. The dialogue focuses on choice, preparation and satisfaction. A Leader's Guide presents questions for discussion.

Male and Female Role. Cornet Instructional Media, 369 West Erie Street, Chicago, Illinois 60610, 1975. Nine minutes each, color, sound filmstrips. ($102.00, purchase). The unit contains six color, sound filmstrips entitled: "The Stereotypes," "How Stereotypes Evolved," "How They Are Learned," "Emerging Dissatisfactions," "New Perspectives," and "How Aware Are You?" These can be used as an entire unit, or each separately to help people from junior high school through adults to understand the sociological process of sex stereotyping. A sixteen-page Teacher's Guide gives questions for discussion and extra activities.

Non-Traditional Careers for Women. Pathescope Educational Media, Inc., 71 Weyman Avenue, New Rochelle, New York 10802, 1974. 26 minutes, color, sound filmstrips. ($46.00, purchase). This unit contains two sound filmstrips designed to introduce junior and senior high school students and adults to non-traditional careers for women. Part I briefly reviews the history of women's role in the U.S. job market from the 1800s to the present. Part II focuses on particular women working in non-traditional careers, opportunities for training, and the diverse job market for women. This unit has a twenty-one page Teacher's Manual.

Women at Work: Choice and Challenge. Guidance Associates, 757 Third Avenue, New York, New York 10017, 1975. Eighteen minutes, color, sound filmstrips. ($48.50, purchase). This unit contains two color, sound filmstrips designed for high school students and adults, to explore the changing role of women in the labor force and alternate lifestyles available to women. Part I summarizes the development of women's work roles throughout important periods in the United States' history. Part II interviews a number of women, spouses, children and co-workers, to provide personal insights into the effect of work on women. A forty-page Discussion Guide accompanies the unit.

V. Employment and Training Administration Regional Offices

Regional Administrator's Office
Employment and Training Administration
1371 Peachtree Street, North East
ATLANTA, Georgia 30309
(404) 881-4411

Regional Administrator's Office
Employment and Training Administration
Government Center
BOSTON, Massachusetts 02203
(617) 223-6439

Regional Administrator's Office
Employment and Training Administration
230 South Dearborn Street
CHICAGO, Illinois 60604
(312) 353-0313

Regional Administrator's Office
Employment and Training Administration
555 Griffin Square Building
DALLAS, Texas 75202
(214) 749-2721

Regional Administrator's Office
Employment and Training Administration
1961 Stout Street
DENVER, Colorado 80202
(303) 837-4477

Regional Administrator's Office
Employment and Training Administration
911 Walnut Street
KANSAS CITY, Missouri 64106
(816) 374-3796

Regional Administrator's Office
Employment and Training Administration
1515 Broadway
NEW YORK, New York 10036
(212) 399-5445

Regional Administrator's Office
Employment and Training Administration
P.O. Box 8796
PHILADELPHIA, Pennsylvania 19101
(215) 596-6336

Regional Administrator's Office
Employment and Training Administration
450 Golden Gate Avenue
SAN FRANCISCO, California 94102
(415) 556-7414

Regional Administrator's Office
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SEATTLE, Washington 98174
(206) 442-7700

CASE-STUDY SITE PERSONNEL

The role played by persons at each of the three case study sites was vital to the accomplishment of the goals of the project. To coordinate the site visits and to schedule interviews and activity observations was an extremely responsible task and one which was carried out only with the cooperation and tireless assistance of personnel at each site.

The project staff gratefully acknowledges the contributions of every person who participated in each of the site visits. When acknowledging the contributions of specific individuals, there is always the danger of overlooking someone. Nevertheless, the assistance of the individuals noted here was vital to this work.

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Ken DeFelice	Director	Adult Work Experience Program
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LOS ANGELES—Training and Job Development Division, Community Development Department, Los Angeles City CETA

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